

DOUGLAS COUNTY

Tahoe Basin recreation and tourism plan

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Douglas County Project Management Team

Scott Morgan, Community Services Director
Lisa Granahan, Economic Vitality Manager
Kelly Gardner, Parks and Recreation Commissioner
Mimi Moss, Community Development Director

Project Stakeholders

Mike Bradford, Lakeside Inn and Casino
Mary Bennington, Tahoe Rim Trail Association
Carol Chaplin, Lake Tahoe Visitors Authority
Betty “B” Gorman, Lake Tahoe South Shore Chamber of Commerce
Darcie Goodman and Shannon Eckmeyer, League to Save Lake Tahoe
Carl Hasty, Tahoe Transportation District
John Hester, Tahoe Regional Planning Agency
Eric Johnson and Dana Dapolito, Nevada State Parks
Gina Thompson, U.S. Forest Service



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EXECUTIVE SUMMARY

In the summer of 2013, Douglas County began developing the *Tahoe Basin Recreation and Tourism Plan*. Reflecting the County's commitment to collaboration, this plan identifies strategies to work with other agencies to enhance recreation tourism throughout the Tahoe Basin. It supports the goal of increasing revenues and economic impacts associated with recreation, while supporting recreation as a key element of community livability for local residents.

The development of Douglas County's *Recreation and Tourism Plan* coincided with the development of the *South Lake Tahoe Parks, Trails and Recreation Plan*. The timing allowed Douglas County to see where similar interests occurred and where possible synergies could be established to pool resources or strategically partner with others on priority recreation projects in the community. It also identified areas where various agencies had different priorities, requiring further conversations to determine how best to collaborate in the future.



Issues and Challenges

Parks and recreation are key elements of community livability, enhancing the health, wellness and quality of life of local residents. Particularly in the Tahoe Basin, recreation is also seen as an integral component of the region's economic prosperity. In this context, Chapter 2 presents seven key planning issues affecting the provision of recreation services in the Tahoe Basin. These include:

Issue 1: Changes in Tourism

The decline of the gaming industry is causing a shift in the tourism economy, forcing Douglas County and the region to rethink its identity as a destination for leisure and recreation.

Issue 2: Diverse Recreation Providers

Many different agencies are involved in recreation and tourism in the South Shore. This creates a recreation environment that is a hodge-podge of different infrastructure and activities, rules and policies, fees, information, signage, and priorities for the future.

Issue 3: Existing Assets and Resources

While Douglas County provides high quality recreation resources, much of the tourism infrastructure in the region is aging and worn. The ongoing recession has decreased the amount of staffing, funding and other resources available to take care of, improve or replace recreation assets.

Issue 4: Target Market and Visitor Characteristics

The decline of the gaming industry and expansion of new market areas is changing the face and culture of visitors to the South Shore, as well as the types of activities that visitors like to do. Recreation development must consider the diverse needs of these target markets.

Issue 5: Recreation Needs

Regional recreation providers have identified a number of recreation needs. Prioritization of needs and projects must be based on a shared understanding of what is culturally, institutionally and economically viable.

Issue 6: The Visitor Experience

The Tahoe Basin needs to be more user-friendly for visitors, with improved access to recreation opportunities, better information and signage, and other enhancements to create a welcoming experience.

Issue 7: Implementation

Joint funding and collaboration are needed to implement many projects, but there is little agreement on priorities and where to start to achieve the economic impacts and prosperity desired.

Recommendations

To respond to identified planning issues, Chapter 3 outlines strategies for Douglas County to work with other providers to promote and enhance the Tahoe Basin as a recreation destination. For Douglas County, objectives for regional collaboration—which may involve establishing or participating in a consortium—include the following:

1. Align recreation fee policies related to residential and non-residential fees
2. Remove barriers for hosting region-wide events
3. Improve and coordinate visitor information
4. Pursue funding for regional facilities, trails and services
5. Identify regional priorities for new recreation development

By working collaboratively and leveraging the strengths and resources of different partners, Douglas County is committed to increasing coordination in project development. Planning efforts have identified a need for the following activities:

1. Investigate partnerships for event venue development
2. Coordinate facility and trail signage
3. Consider facility development to support visitor use
4. Support infrastructure improvement that will enhance visitor access to recreation opportunities

Conclusions

The *Tahoe Basin Recreation and Tourism Plan* identifies several strategies to enhance recreation while responding to many regional challenges for the provision of parks and recreation services. It identifies a number of opportunities for collaboration and coordination to help position the Tahoe Basin as a recreation destination. However, it also acknowledges the different and sometimes competing ideas and interests of various agencies and jurisdictions—noting that Douglas County should pursue joint projects that benefit County residents, create a positive return on investment, and are aligned with County priorities and goals.

Douglas County Community Services has exhibited leadership, good business decisions and operational strengths, which positions it favorably to continue to provide popular parks, recreation facilities, programs and events. The County should continue its commitment to collaborating on regional projects, applying a management philosophy that ensures the County's continued success in the future.

Next Steps

The information in this document provides the context for Douglas County staff, Parks and Recreation Commissioners, and the Board of County Commissioners to determine how best to enhance recreation by working collaboratively toward a common vision and goal for the South Shore.

This plan is a first step as Douglas County participates in discussions about regional priorities and the need for some type of collaborative arrangement to improve agency coordination and communication. The decision to partner with others will be reviewed on an ongoing basis, as project funds are allocated as part of the County's annual efforts to develop a capital improvement plan and budget for anticipated services.

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recreation and tourism plan



CHAPTER 1: INTRODUCTION

In the summer of 2013, Douglas County initiated a process to develop the *Tahoe Basin Recreation and Tourism Plan*. The plan presents strategies to enhance recreation tourism services throughout the Tahoe Basin region of Douglas County to attract visitors and promote the South Shore as a recreation destination. Through collaboration, it also supports the goal of increasing revenues and economic impacts associated with recreation in the Tahoe Basin area.

Douglas County is an important recreation provider in the Tahoe Basin, supporting a variety of indoor and outdoor recreation opportunities. The County's quality parks and recreation facilities not only serve Douglas County residents, but also attract residents from the surrounding region, including the City of South Lake Tahoe and El Dorado County, California. Douglas County's parks and recreation facilities also serve second homeowners, as well as visitors from around the country and world. Well-operated County recreation facilities support many different types of programs and events, ranging from recreation and fitness classes for residents to sports tournaments and large-group events that contribute to the Tahoe Basin as a recreation destination.

Douglas County is committed to playing a significant role in supporting and improving the South Shore's recreation-oriented tourism economy. The County is open to partnership opportunities and collaboration among public and private recreation providers to enhance recreation regionally and support the economic vitality of the Tahoe Basin.

A. Purpose of Study

The purpose of this document is to outline strategies for Douglas County to work with other providers to promote and enhance the Tahoe Basin as a recreation destination. It follows the goals and objectives for Tahoe Revitalization noted in the 2010 *Economic Vitality Strategy and Action Plan Overview*. It also emphasizes the Parks & Recreation Department's strengths in business decision-making and operations that have positioned Douglas County favorably in achieving their objectives. These objectives include:

- Collaborating with public and private recreation providers to improve communications and remove obstacles for regional events and recreation facility use; and
- Participating in regional projects that will benefit Douglas County and its residents, and be consistent with the vision and goals described in the 2011 *Douglas County Master Plan*.



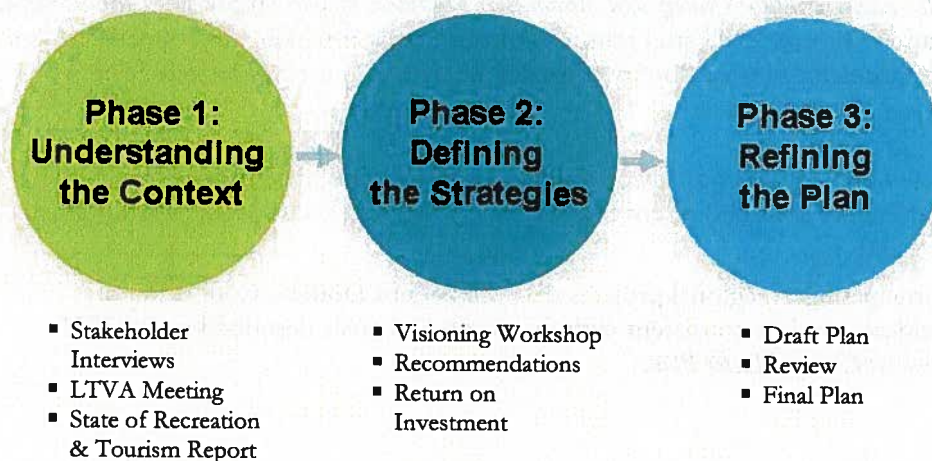
B. Planning Process

The planning process coincided with the development of the *South Lake Tahoe Parks, Trails and Recreation Plan*. The timing allowed Douglas County to see where similar interests occurred and where possible synergies could be established to pool resources or strategically partner with others on priority recreation projects in the community. It also identified areas where various agencies had different priorities, requiring further conversations to determine how best to collaborate in the future.

Douglas County's planning process was designed in three phases (Figure 1):

- **Phase 1: Understanding the Context**—Phase 1 established a baseline of information to provide a foundation for the planning process. This included a review of past plans and background information, interviews with key stakeholders, and a preliminary meeting with the Project Team and LTVA Board. Issues and challenges were summarized in the State of the Tahoe Basin: Recreation and Tourism Report.
- **Phase 2: Defining the Strategies**—Building on the findings of Phase 1, Phase 2 involved developing draft strategies to enhance recreation tourism and visitor amenities in Douglas County. These recommendations were built upon community feedback as obtained in a Visioning Round Table Workshop, held in conjunction with a similar workshop in the City of South Lake Tahoe. Together, both workshops helped identify community priorities for recreation.
- **Phase 3: Refining the Plan**—In Phase 3, all information was compiled into a Draft Plan. After an internal review by County staff, the plan will be refined and circulated for public review. The Plan will be presented to the Parks and Recreation Commission and the Board of County Commissioners for comments before developing a Final Plan.

Figure 1: Tahoe Basin Recreation and Tourism Plan Process



C. Plan Organization

Following this introduction (Chapter 1), the document is organized as follows:

- **Chapter 2: Key Planning Issues** identifies issues, insights and potential strategic directions to spark a discussion on the challenges and opportunities relating to recreation and tourism in the Tahoe Basin.
- **Chapter 3: Recommendations** presents strategies for collaboration and the development of regional projects to enhance tourism in the Tahoe Basin. It focuses on the role that Douglas County plays as a regional provider of destination parks and facilities.
- **Chapter 4: Conclusions** outlines the priorities for Douglas County to increase and improve its recreation and tourism operations.

In addition to the Chapters, the documents included supplemental material provided in two appendices:

- **Appendix A: Regional Partners** describes several key organizations in the Tahoe Basin who are official partners or host collaborative ventures in recreation and tourism.
- **Appendix B: Regional Consortium Recommendations** outlines the recommendations related to a proposed regional consortium prepared for the City of South Lake Tahoe and El Dorado County in the 2014 *Parks, Trails and Recreation Master Plan*.

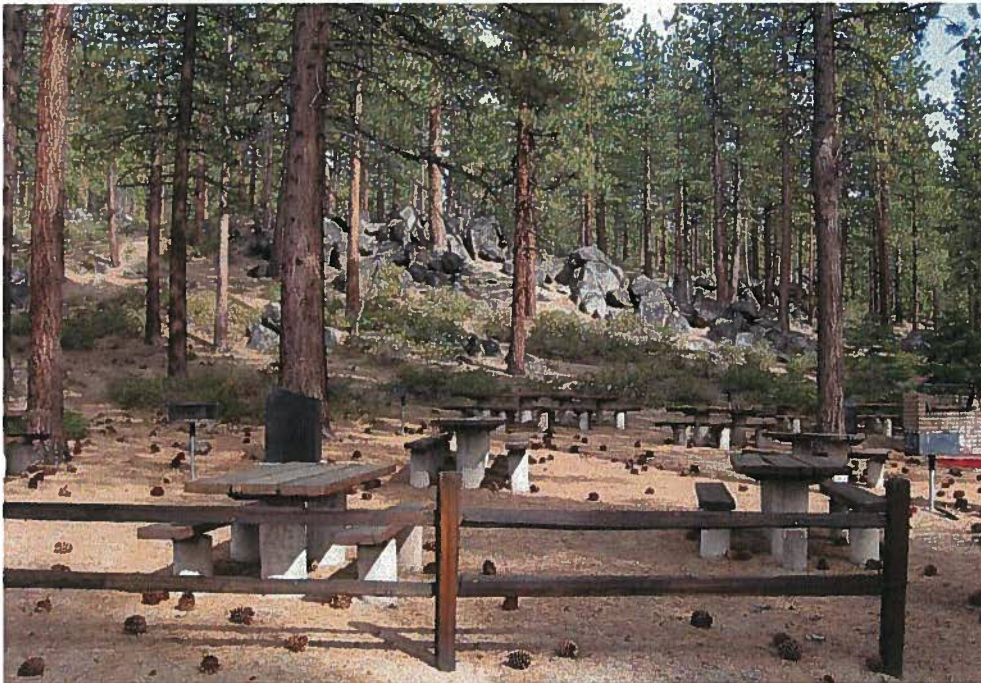
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CHAPTER 2: KEY PLANNING ISSUES

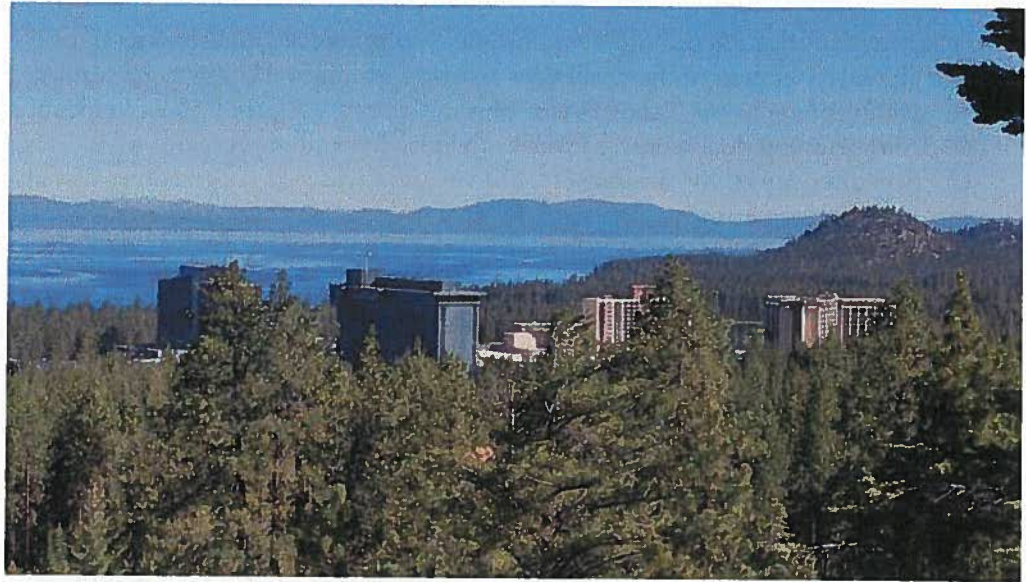
This chapter identifies a series of issues, insights and potential strategic directions to provide an understanding of the challenges and opportunities relating to recreation and tourism planning in the Tahoe Basin. This information is based on a compilation of data from planning documents, as well as the insights and impressions of stakeholders interviewed for this project. Information was also collected via a similar but separate planning effort to develop a *Parks, Trails and Recreation Master Plan* for El Dorado County, California, and the City of South Lake Tahoe.

Many of the issues identified here are region-wide concerns, not specific to Douglas County. However, Douglas County's response to these challenges may be different than other agencies, given its strong operational history and proactive management strategies that enable it to steward and develop assets despite declining revenues.

The potential strategic directions identified in this chapter were discussed with the Project Management Team to determine the types of projects and/or services that were needed to address current opportunities and challenges. The recommendations presented in Chapter 3 respond to one or more of the planning issues identified here. Not all potential strategic directions identified in this chapter will be addressed through short-term recommendations for future projects and services. Some reflect longer-term strategies for Douglas County to consider in the future.



A. Changes in Tourism

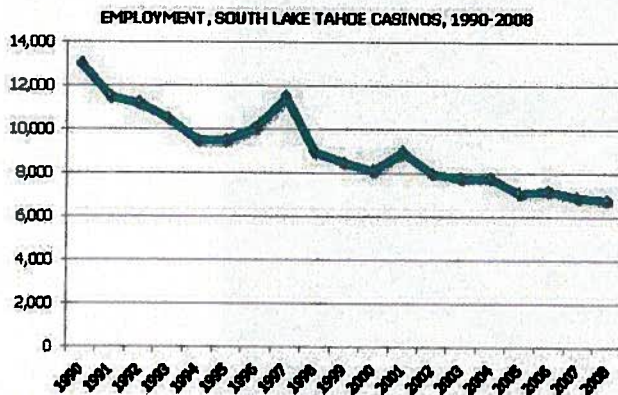


Issue:

The decline of the gaming industry is causing a shift in the tourism economy, forcing Douglas County and the region to rethink its identity as a destination for leisure and recreation.

Insights:

- As noted in the *Lake Tahoe Basin Prosperity Plan* (LTBPP, November 2010), signs of economic distress were showing in the Tahoe Basin well before the current recession started. While the period from 2000-2007 brought substantial economic growth to California and Nevada, the Tahoe Basin lost jobs during that same period.

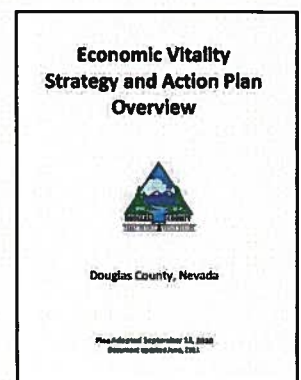


Source: LTPP, 2010.

- Since 1990, over 7,000 jobs were lost in South Lake Tahoe casinos alone, due to a decline in the gaming industry. Tourism and visitor services declined slightly during this period, mainly because the large declines in gaming were partially offset by growth in other hospitality and recreation businesses.

KEY PLANNING ISSUES

- Approximately 12.5% of Nevada’s overall gross domestic product (GDP) is attributed to the travel industry, according to the Nevada Commission on Tourism. Despite the decline in the gaming industry, the Commission reports that the following have remained steady or increased between 2008 and 2012:¹
 - The total overall travel spending in Nevada (increased from \$52.8 billion to \$58.1 billion)
 - Amount of state and local tax revenue generated by the travel industry (held steady at \$2.7 billion)
- To counterbalance gaming losses and continue to attract visitor spending, recreation is fundamental to the economic strength of Douglas County and the Tahoe Basin. As noted in Douglas County’s *Economic Vitality Strategy and Action Plan* (September 2010), the key to Tahoe Revitalization is to transform the South Shore from an area reliant on a gaming-based economy to a destination for outdoor recreation.
- As noted in the *Lake Tahoe Basin Prosperity Plan* and *Economic Vitality Strategy and Action Plan*, Douglas County wants to help create a “Tahoe Brand” re-branding the region as a “green, geotourism, health and wellness, visitor destination, providing a unique, authentic Lake Tahoe experience. This experience includes sports, recreation, culinary, historical, art, cultural experiences, environmental education, and volunteer opportunities.”
- The Tahoe Revitalization project, described in the *Economic Vitality Strategy and Action Plan*, recognizes that environmental gains will be achieved through the revitalization of the built environment. Geotourism and outdoor recreation rely on the quality of local natural resources, but also can play an important role in the long-term restoration and protection of the natural environment.



Potential Strategic Directions:

- Identify the probable return on investment for specific recreation improvements that could enhance tourism and attract visitors.
- Balance the investment in tourism services with funding and support for traditional programs and services that support local residents.

¹ Note: spending and revenues dropped in 2009 because of the recession, and have been increasing since then.

B: Diverse Recreation Providers



Issue:

Many different agencies are involved in recreation and tourism in the South Shore. This creates a recreation environment that is a hodge-podge of different infrastructure and activities, rules and policies, fees, information and signage, as well as priorities for the future.

Insights:

- A number of federal, state and local jurisdictions, including public and private entities, are involved in supporting tourism and recreation in the South Shore. These include but are not limited to:
 - Douglas County
 - El Dorado County
 - City of South Lake Tahoe
 - U.S. Forest Service (Lake Tahoe Basin)
 - Nevada State Parks
 - California Department of Parks and Recreation (State Parks)
 - California Tahoe Conservancy
 - Douglas County School District
 - Lake Tahoe Unified School District
 - Lake Tahoe Community College

KEY PLANNING ISSUES

- Lake Tahoe Visitors Authority (LTVA)
- South Tahoe Alliance of Resorts (STAR)
- Tahoe Rim Trail Associations
- Lake Tahoe South Shore Chamber of Commerce
- Tahoe Paradise Resort Improvement District
- Washoe Tribe of Nevada and California
- Multiple non-profit special interest groups and sports providers
- Multiple casinos, marinas, resorts, and private providers
- Homeowners Associations
- In addition, several other agencies have a stake in the development, management or use of parks, facilities, trails, programs and services. A few include:
 - Tahoe Regional Planning Agency
 - Tahoe Transportation District
 - Nevada Department of Transportation
 - The Tahoe Fund Stewardship Message Campaign
 - Sierra Club
 - League to Save Lake Tahoe
- The agencies involved in parks and recreation services have different priorities, and some only support recreation and/or tourism as ancillary services. While many are united by a common, overarching interest in supporting recreation, several stakeholders noted that there is no single agreed-upon vision for the future of outdoor recreation and tourism. Also, funding and staffing limitations exacerbate the difference in how best to achieve common goals.
- Given the number of different entities and funding challenges, many projects and services require some type of collaboration and/or coordination. Smaller partnerships have been effective, but also challenging at times in terms of aligning different expectations, policies and timelines to be able to work together effectively. For example, the U.S. Forest Service has a specific permitting and construction timeline and process that must be followed for trail development, which cannot be changed to respond to partner needs.
- Funding and staffing reductions are creating a need for more partnerships, but also affecting the ability of some agencies to maintain successful and collaborative relationships—because of the time investment needed to work

together. For example, given declining enrollment and associated budget and staffing cuts in the Douglas County School District, the schools do not have staff to monitor or supervise use of their facilities for tournaments. All staff are forced to focus on their primary mission of providing educational services.

- Regional tourism consortiums or sport alliances are being discussed as a way to create a regular dialogue between the different providers, and also create one entity as a point of contact for tourism services such as event coordination. For example, the *Lake Tahoe Basin Prosperity Plan* (LTBPP) calls for the formation of a Sports Commission to market the Basin and help develop enhanced facilities and infrastructure improvements. It is not yet clear how the group would be organized, facilitated or staffed.
- The politics of different jurisdictions in the region have also been noted as an impediment to moving forward. However, the internal and external alignment between Douglas County staff, County Manager, Board of County Commissioners, Parks & Recreation Commissioners and other community leaders is noted as one of Douglas County's strengths, making it easy for partners to work with them on projects.
- Douglas County Community Services brings many different professional and operational strengths to the table in the context of other providers. One key is their proven experience in large facility development, management, operations and programming, especially as the potential partners are evaluating the financial feasibility of developing new destination facilities. However, as Douglas County brings the new Carson Valley Community & Senior Center online, this may affect interest in building or managing another new facility in the short-term.

Potential Strategic Directions:

- Elevate and strengthen existing policies and processes that facilitate effective collaboration. Share and clearly communicate policies with community partners.
- Identify a strategy and the roles of different providers in developing a recreation coalition or consortium in order to align regional entities in the provision of recreation services.

C. Existing Assets and Resources



Issue:

While Douglas County provides high quality recreation resources, much of the tourism infrastructure in the region is aging and worn. The ongoing recession has decreased the amount of staffing, funding and other resources available to take care of, improve or replace recreation assets.

Insights:

- As noted in the *Lake Tahoe Basin Prosperity Plan*, Lake Tahoe is an “iconic national treasure.” The area is known for the natural resources that provide a variety of opportunities for outdoor recreation and tourism.
- Douglas County provides approximately 124 acres of parks and recreation facilities in the Lake Tahoe area, as well as an additional 511 out of a total of 635 acres county-wide. In the Tahoe Basin, this includes one neighborhood park, two community parks, a small special use park and an undeveloped site. Developed park facilities include the Kahle Community Center, playgrounds, picnic areas, sports fields and sports courts.
- There is additional acreage provided by other entities at parks and recreation areas in the Tahoe Basin of Douglas County, such as Nevada Beach (60 acres), Zephyr Cove Beach (15 acres), Cave Rock State Park (5 acres),

Spooner Lake State Park (6 acres), and Van Sickle Station (570 acres). Additional land is protected by federal agencies such as the U.S. Forest Service and Bureau of Land Management.

- According to a 2013 inventory of South Shore recreation resources in El Dorado County, California, there are approximately 4,500 acres of parks, recreation areas, campground, waysides, marinas and similar recreation sites in the California South Shore area. While recreation land and facilities are plentiful, there is not a coordinated approach for developing or managing recreation resources.
- Douglas County Community Services has taken an active role in trail planning and has been involved in the development of the Genoa Vista Trail and Nevada Stateline-to-Stateline Trail, as well as creating additional pedestrian and bike connections from population bases to recreational facilities. As noted by stakeholders as well as in the County's Transportation Element and Douglas County *Comprehensive Trails Plan*, trail development for recreation, connectivity, and improved access to other recreation resources is believed to be one of the most important improvements to enhance tourism.



- The Kahle Community Center is recognized as a well-designed, well-programmed recreation facility. It operates efficiently and successfully, with user fees and program fees paying for approximately 75-80% of operations. Additional room tax/sales taxes are used to support operations and programming. There is a final phase of development yet to be completed at this site, which could include an indoor recreation aquatic facility. Currently the Kahle Community Center is large enough to offer traditional programs that are in high demand, but there is little space in the program schedule to offer new types of programs for additional markets.
- The Douglas County School District has two schools in the Lake Tahoe area: Zephyr Cove Elementary and Whittell High School. These sites have sports facilities and courts used for recreational and competitive sports and tournaments. The School District also owns the Kingsbury Middle School building, which was closed due to declining enrollment. The District would like to sell this facility, which has potential for needed indoor recreation space, but it needs substantial investment of resources to replace the roof and address mold/leakage issues.
- Current economic circumstances in Tahoe, combined with a national and global recession, have decreased funding for maintenance and operations for many area agencies. For example, Douglas County is operating with reduced staffing and is deferring maintenance where possible. Additionally, some

KEY PLANNING ISSUES

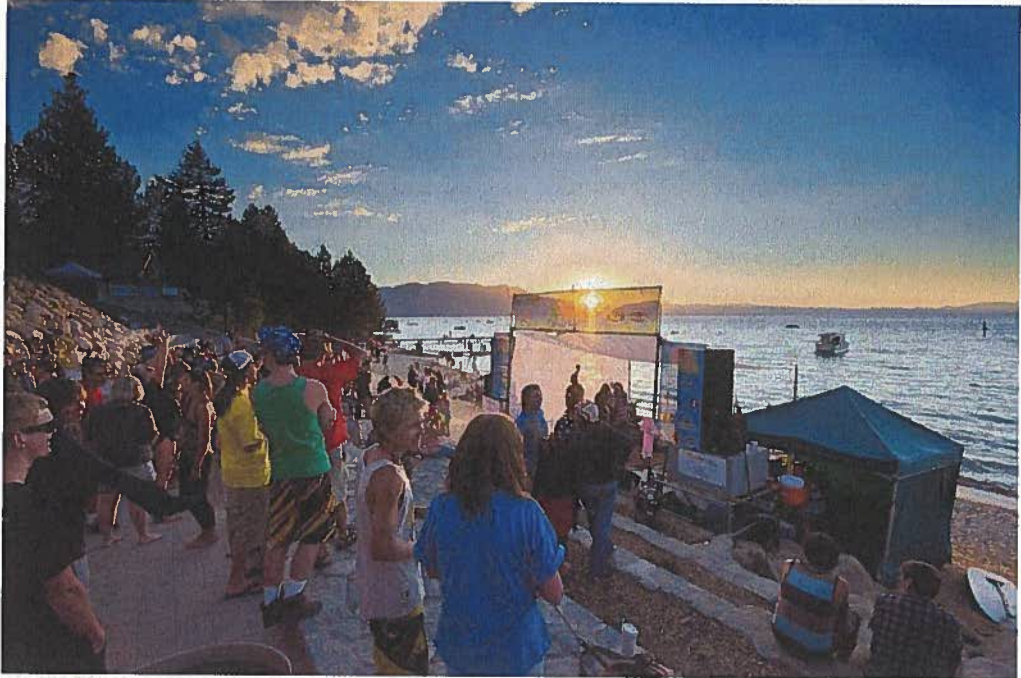
neighboring agencies have reduced staffing, consolidated departments, and have not filled open positions, creating a leadership void and staffing shortage in parks and recreation. This makes it challenging to advance new initiatives.

- According to the 2011 Parks and Recreation Element, Douglas County Community Services has become increasingly dependent upon revenue generated from fees and charges to fund maintenance, operations and recreation programs. This trend is likely to increase because previous funding sources (including room, sales and residential construction taxes) no longer provide adequate funding to support operations and capital improvements. In FY11-12, Douglas County began using the funds from a new Room Tax License Fee to implement priority deferred maintenance projects.
- The Tahoe Basin experienced rapid growth and development following the 1960 Lake Tahoe Olympics held in the region. Much of the infrastructure, particularly on the California side of the state line, is aging and worn. Even on the Nevada side, aging casinos present a need for revitalization..
- The proposed South Shore Community Revitalization Project is recognized as a significant infrastructure improvement that will support the South Shore area as a recreation destination. The realignment of Highway 50 is integral to re-routing traffic to create a pedestrian/bike-friendly “main street experience” and animating the street with retail, dining, entertainment and events.

Potential Strategic Directions:

- Determine which recreation assets the County and partners should prioritize when leveraging resources to strengthen the tourism economy. Engage citizens and local businesses in decision-making.
- Determine which changes in maintenance and operations will be needed as new projects are brought online to support tourism, recognizing that additional attention is needed at tourist sites to address the impacts of heavy seasonal use.

D. Target Market and Visitor Characteristics



Issue:

The decline of the gaming industry and expansion of new market areas is changing the face and culture of visitors to the South Shore, as well as the types of activities that visitors like to do. Recreation development must consider the diverse needs of these target markets.

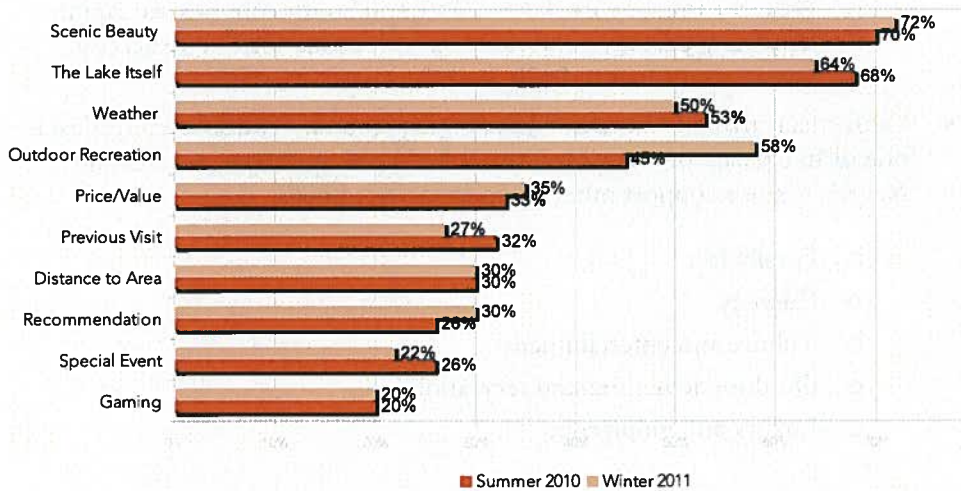
Insights:

- Local residents and communities comprise the majority of the current market with respect to County recreation facilities and programs. According to the County, approximately 25% of Kahle Community Center users are tourists or out-of-town visitors.
- According to studies commissioned by the Lake Tahoe Visitors Authority (LTVA), most visitors are married couples, ages 31 and over, traveling without children. Most visitors are white (60%), and 8% are Hispanic or Latino. Most are from California. There are a high number of returning/repeat visitors.
- LTVA found that the percentage of youth and young adult visitors is higher in the winter than the summer (41% in winter; 21% in summer). Conversely, there are more, older adults and seniors visiting in the summer than the winter (35% in summer; 17% in winter).

KEY PLANNING ISSUES

- In the LTVA Intercept Surveys, the top reasons for visiting the South Shore include the area's scenic beauty, the lake, the weather, and outdoor recreation. Currently, outdoor recreation is a bigger draw in the winter (58%) than the summer (45%).

Figure 2: Reasons for Visiting South Shore: Summer 2010 and Winter 2011



Source: Lake Tahoe Visitors Authority, South Shore Intercept Survey, Summer 2010 and Winter 2011

- The Nevada Department of Tourism and Cultural Affairs notes that both California and Arizona outspend Nevada in terms of tourism marketing dollars. However, the Tahoe Basin area of Douglas County also benefits from the buzz California creates about the South Shore.
- According to California tourism data,² the largest growing market for tourism is international visitors, including many non-English speaking nations:
 - **Canada:** With its close proximity to California, Canada remains the second-largest international market of origin for the state.
 - **United Kingdom:** The U.K. was California's largest overseas market in 2011, but is declining slightly.
 - **Australia:** Australia is California's third-largest overseas market (a 12.2 percent increase over last year).

² Source: FY13/14 Visit California Annual Global Work Plan. Visit California is a not-for-profit corporation working with the State of California's Division of Tourism to promote California as a travel destination.

- **China:** China is the world's fastest-growing outbound travel market, and is projected to become California's largest overseas market with 717,000 visitors, up 39 percent from the previous year.
- **Mexico:** The Mexican market forecasts a 4.4 percent growth for 2013 and an increase of more than 15 percent expected through 2015.
- **Other:** Emerging markets in Asia and South America are rapidly becoming primary sources of travel revenue for California (e.g., Japan, South Korea, India, and Brazil).
- California is marketed as the “ultimate playground.” Outdoor recreation is one of five pillars of this global brand. In the South Shore, resorts and Nevada casinos support other elements of this brand:
 - Family fun
 - Culinary
 - Culture and entertainment
 - Outdoor adventure and recreation
 - Luxury and indulgence
- Unlike the North Shore, the South Shore has most (approximately 75-85%) of the region's bed base. To enhance economic vitality and fill beds, South Shore agencies need to market to a broad-based group. Targeting smaller niche groups (such as competitive athletes) will make it more challenging to attract the numbers of people needed to support the current lodging infrastructure.
- The gaming industry generally attracted adults, seniors and social groups who participated in sedentary leisure activities. To retain this market as repeat visitors, additional low/no impact recreation and entertainment opportunities will be needed. Social, low impact sports (e.g., bocce, petanque and pickleball) may appeal to this market, as could special events, strolls along the beach, picnics, walking/nature trails, etc.
- As noted in a stakeholder interview, the majority of people that come to LTVA-operated Visitor Centers want to know “where they can park their cars to be able dip their toes in the lake.” Others want to know where there is an easy one-mile loop trail to water features (e.g., lakes, streams, waterfalls). Easy and convenient water access is needed to attract this market.
- Most of the people who visit the South Shore are not looking for an adventurous outdoor experience, but want guided, safe and/or easy opportunities to experience nature. These include activities that have nearby comfort amenities (concessions, permanent restrooms, water fountains, etc.) or short 2-6 hour activities that allow people to return to restaurants, lodging, bars and shopping in a reasonable amount of time. It includes activities that are easily accessible via shuttle, trails, or a short drive (with ample parking).

KEY PLANNING ISSUES

- The face of California visitors is changing. Increasingly, California visitors include extended families of Eastern and Middle-Eastern descent from the high-tech industry who want to connect to nature in a comfortable way.
- The South Shore market is divided into three groups, each with a different reason for recreating in South Lake Tahoe (and a different marketing strategy to attract them):
 - **Local visitors (within 15 miles):** These include local residents (from both sides of the State line) who are attracted by close-to-home recreation opportunities, as well as higher quality opportunities for drop-in and organized recreation, fitness and play. This group also includes many second-homeowners who regularly engage in outdoor recreation as one of the attractions of living in the area. However, it includes some people who would prefer to avoid the crowds of visitors that may compete for various recreation amenities. They are more likely to recreate all seasons, including the shoulder and off seasons.
 - **Driving market (up to 250 miles):** This market tends to include visitors who want to take advantage of unique day-use recreation opportunities and those who want a weekend getaway from the city for clean air, nature, and outdoor activities. They may be drawn by weekend special events. They could be attracted by special activities or discounted prices in the shoulder season.
 - **Destination visitors (250 miles and beyond):** These include couples and families who drive or fly (via airplane) to get to South Lake Tahoe, expecting a variety of indoor and outdoor opportunities (commercial and nature-based) to engage them for a week or more during the winter or summer season. They include international visitors seeking a unique trip with diverse, iconic things to do. These visitors likely have been to Disneyland and Hollywood already and now want to experience the "character," "heritage" and "wildness" of the Tahoe Basin.
- The future market is anticipated to be more diverse in terms of age, skill level and ethnicity. Wayfinding signage and information will need to be visible and understandable to all ages, people of different cultures and languages, and to pedestrians, bicyclists and automobiles.
- International visitors have different recreation preferences. There is anticipated to be a huge growth in the Chinese market, including families who view shopping as a major form of recreation.

- A range of recreation activities will be needed to appeal to a full spectrum of visitors. However, market size and the anticipated number of users will vary depending on the types of people targeted:
 - Timid beginners (largest market)
 - Outdoorsmen/adventure seekers (smaller market)
 - Extreme sports athletes (smaller market)
 - Youth and young adults (expanding market)
 - Older adults and seniors/repeat visitors (strong market if these visitors can be redirected to new opportunities)
 - International travelers (expanding market)
- Stakeholders and the Nevada Department of Tourism both noted that Nevada has deep roots in its Old West heritage, with strong connections to elements such as the Pony Express Trail and the Town of Genoa, the first settlement in the state of Nevada. This represents an important market for international visitors wanting to experience the American West.

Potential Strategic Directions:

- Involve the LTVA in determining how various market characteristics influence the types of recreation facilities that would most likely be able to attract visitors and operate profitably.
- Realign planned and future investments in parks, facilities, trails, and events so they reflect the needs and demands of a changing market (visitors and local residents).

E: Recreation Needs



Issue:

Regional recreation providers have identified a number of recreation needs. Prioritization of needs and projects must be based on a shared understanding of what is culturally, institutionally and economically viable.

Insights:

- Douglas County exceeds its standards in providing parks and recreation opportunities for the local community. As tourism increases, residents will find themselves sharing their recreation facilities with a larger population not counted in local park standards.
- Stakeholders note that the activities and experiences most likely to draw visitors to the area include improved trails and bike and pedestrian connections; lakeside activities and waterfront concessions; and comfortable and high quality outdoor, nature-oriented and interpretive experiences.
- Specific opportunities related to biking and hiking include:
 - Additional hard-surfaced trails for accessible, non-motorized transit and recreation;
 - Strong bike and pedestrian connections between lodging, activities and recreation destinations;
 - Potential bike bed and breakfast circuit;
 - A Pony Express Historic Trail; and
 - The “Stateline to Stateline” bike path connecting to the casino corridor.
- While the City of South Lake Tahoe is exploring the feasibility of building a field house or similar destination facility to enhance indoor sports, this idea is not widely embraced by potential partners.
- Some ski resorts are focusing on year-round “snowless” recreation activities such as mountain biking, camping, zip lining and concert-going to support growth of tourism and thriving, year-round businesses. Vail Resorts has planned an expansion at Heavenly Ski Resort to cater to this year-round market. Epic Discovery will provide facilities and programs such as a bike

park, challenge course, ziplines, canopy tours, hiking trails and environmental education and nature interpretation.

- Lake Tahoe itself is often described as an undeveloped resource with a great potential for meeting recreation needs. Both on-water and waterfront activities are being explored, including water shuttles and taxis, water trails, and more lake-based programming.
- The Lake Tahoe South Shore Chamber and the Tahoe Prosperity Center held several economic forums to discuss "The Future of the South Shore - Next Steps." Participants noted that developing an Arts & Culture Identity, Entertainment Venue and Discovery Center would help attract visitors. Many stakeholders agreed that a cultural arts venue is needed.
- Current Douglas County recreation programs and events primarily serve residents, although drop-in fitness center use and classes such as yoga and zumba also attract some visitors (including second homeowners). It is estimated that approximately 20-25% of summer users of the Kahle Community Center are visitors, with a higher percentage during school breaks. Douglas County has offered some events to attract visitors, such as Concerts in the Park, corporate games and various sports tournaments.
- Given the characteristics of the current and future market, it is important to consider market size in identifying the types of parks and recreation facilities needed to enhance regional economic vitality. On the next page, Table 1 shows this correlation, providing examples of different types of facilities that could facilitate the desired recreation activity or experience for different market sizes.
- Before developing a facility, its capital and operations costs should be weighed against its potential return on investment. The market size affects the potential to earn direct revenues (for facilities that generate revenues) as well as indirect economic impacts, based on the numbers of people who may be attracted to or participate in this type of recreation. Table 2 looks at general market size in comparison to planning level capital development costs to build facilities. As illustrated in the table, certain types of amenities and facilities will have high capital costs and serve smaller, specialized market niches. Conversely, there are facilities that have lower development costs that may appeal to a broader base of recreation users.

KEY PLANNING ISSUES

Table 1: Recreation Facilities Supporting Activities with Different-size Markets

Market Size	Type of Activity	Examples of Facilities Supporting this Activity	
Larger Market	Water View/Access	<ul style="list-style-type: none"> • Beaches/ swimming beach • Viewpoints /piers • Waterfront gazebos /rental shelters 	<ul style="list-style-type: none"> • Waterfront eateries and picnic areas • Waterfront event venues
	Trail-related Activities	<ul style="list-style-type: none"> • Bike lanes/routes • Hard-surfaced paths • Soft-surfaced trails 	<ul style="list-style-type: none"> • Fitness and jogging trails • Nature/interpretive trails • Loop trails
	Entertainment	<ul style="list-style-type: none"> • Event /festival venues 	<ul style="list-style-type: none"> • Amphitheaters
	Easy Leisure Activities	<ul style="list-style-type: none"> • Playgrounds • Picnic areas/shelters • Patio/seating areas • Urban plazas • Open lawns 	<ul style="list-style-type: none"> • Recreation pools • Spraygrounds/splash pads • Food concessions/coffee carts/restaurant
Market Size	Type of Activity	Examples of Facilities Supporting this Activity	
Medium Market	Exploration/Discovery/ Nature Interpretation	<ul style="list-style-type: none"> • Nature centers • Visitor centers • Gondolas • Fire rings (program areas) 	<ul style="list-style-type: none"> • Outdoor classrooms • Interpretive signage/kiosks • Luxury or urban camping (yurts, cabins, RV lots) • Historic sites
	Social Recreation Activities (semi-specialized)	<ul style="list-style-type: none"> • Disc golf course • Pickleball courts • Petanque/bocce courts • Indoor or outdoor programming space • Bike course • Skatepark 	<ul style="list-style-type: none"> • Tennis courts • Pick-up basketball courts • Kickball fields • Horseshoe pits • Sand volleyball courts • Sledding hills • Dog parks
	Water Activities	<ul style="list-style-type: none"> • Paddleboards • Canoe/kayak launch • Raft/float put-in • Boat rental facilities 	<ul style="list-style-type: none"> • Fishing platform/pier • Water taxi • Water trails
	Organized Sports/Fitness	<ul style="list-style-type: none"> • Indoor or outdoor sports courts (game or practice) • Indoor or outdoor sports fields (game or practice) 	<ul style="list-style-type: none"> • Fitness centers • Weight rooms • Lap pools

Table 1: Recreation Facilities Supporting Activities with Different-size Markets (continued)

Market Size	Type of Activity	Examples of Facilities Supporting this Activity	
Smaller Market	Adventure/Extreme Sports	<ul style="list-style-type: none"> Mountain bike trails Bike skills course Water trails Boat-in campgrounds 	<ul style="list-style-type: none"> Zip lines Cross-country skiing trails Climbing walls/spires
	Competitive or Semi-Professional Sports	<ul style="list-style-type: none"> Fieldhouse Tournament complex Sports stadium Competitive pool 	<ul style="list-style-type: none"> Indoor tennis center Ice rink High-altitude training facility Velodrome
	Specialized Recreation	<ul style="list-style-type: none"> Boat launch Golf course Marina/boathouse Equestrian trails /trailheads 	<ul style="list-style-type: none"> ATV/OHV area Snowmobile trails Shooting sports facilities Scuba diving areas
	Back-Country Recreation	<ul style="list-style-type: none"> Rim trails Backpacking trails 	<ul style="list-style-type: none"> Primitive campsites

Table 2: Recreation Facility Cost/Market-Size Matrix

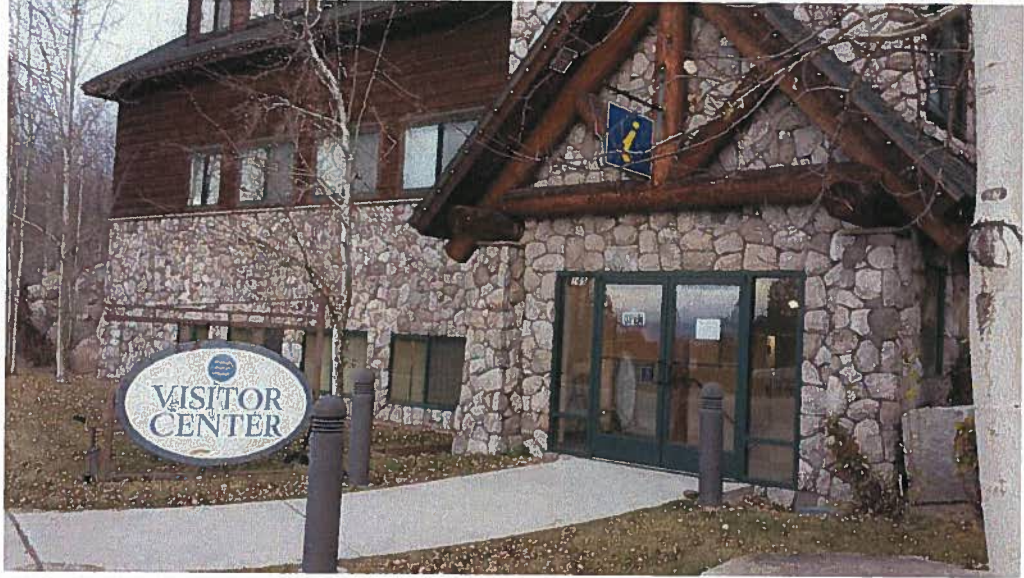
	Smaller Market	Medium Market	Larger Market
Low Cost	<ul style="list-style-type: none"> Backcountry trail Primitive campsite ATV/OHV area Extreme bike trail 	<ul style="list-style-type: none"> Dog park Pickleball court Petanque court Sledding hill 	<ul style="list-style-type: none"> Playground Picnic area Patio/seating area Open lawn
Medium Cost	<ul style="list-style-type: none"> Bike skills course Boat-in campground Zip line 	<ul style="list-style-type: none"> Sports field Outdoor sports court Non-motorized boat launch 	<ul style="list-style-type: none"> Event venue Large-group shelter
High Cost	<ul style="list-style-type: none"> Marina/boathouse Fieldhouse Sports stadium Equestrian arena Velodrome Indoor competitive pool 	<ul style="list-style-type: none"> Indoor recreation center Sports field complex Nature center Gondola 	<ul style="list-style-type: none"> Large amphitheater Indoor/outdoor restaurant Beach

Note: The cost is based on a planning level capital development cost. It does not factor in operations and maintenance costs, or revenue-generating capacity.

Potential Strategic Directions:

- Participate with partners to identify the types of recreation facility development that will attract the most people to Tahoe and fill the most beds.
- Determine the role(s) Douglas County wants to play with partners in providing recreation opportunities for visitors (i.e., trail provider, destination facility manager, events venue operator/events coordinator, recreation pool manager, etc.).
- Select the key projects Douglas County should advance, and identify potential partners with similar interests who may support a joint venture.

F. The Visitor Experience



Issue:

The Tahoe Basin needs to be more user-friendly for visitors, with improved access to recreation opportunities, better information and signage, and other enhancements to create a welcoming experience.

Insights:

- The first initiative of the Tourism and Visitor Services Cluster in the *Lake Tahoe Basin Prosperity Plan* (LTBPP) is to enhance the visitor experience. The central thrust of this initiative is to create a “world class” destination and ensure that visitor experiences are “authentic.” However, the initiative is more focused on the types of activities that would create a unique visitor experience (e.g., geotourism, sports, ecotourism, voluntourism, arts and culture) than the actions that would facilitate the visitor experience in the South Shore.
- Findings from a recent study suggest that existing recreation amenities are difficult for visitors and even residents to locate. Improving the availability of existing information and visitor wayfinding could greatly improve the visitor experience. This includes improving the quality and location of signage, using a standardized template or signage strategy to ensure that signs are visible from the roadway and along trails and sidewalks.
- The Tahoe Basin has multiple visitor centers, operated by the U.S. Forest Service, the Lake Tahoe Visitors Authority, and the City of South Lake

KEY PLANNING ISSUES

Tahoe. There is little consolidation in the types of information provided to visitors.

- Despite increasing visitation by extended families, many recreation amenities are not designed to accommodate multiple generations. Amenities that allow for extended day visits, particularly for families, are in short supply in key locations including popular beaches and trails. Examples include bathrooms, drinking fountains, benches and shade.
- Process participants identified a number of transportation-focused infrastructure improvements important to improving the visitor experience, including:
 - Safe and efficient public parking areas, pull-outs and trailheads;
 - Safe roadway corridors with right and left turn lanes and adequate shoulders for bikes;
 - Pedestrian/bike access to destinations via trails and sidewalks; and
 - Sufficient parking at destinations, particularly waterfront sites, and turn-around spots when venues are full.
- Safe, easy and convenient public transit or shuttle service would help further improve visitor mobility and the ability of visitors to reach places and activities of greatest interest. It would also help address issues around traffic congestion and unsafe traffic stoppages on the highway near waterfront sites.
- Despite an interest in creating year-round recreation opportunities to attract visitors in the off-season or shoulder season, there aren't enough resources available currently to extend the operating season of many sites. Even where trails are attracting late-season users, potential trailheads such as Nevada Beach are closed for the season.
- Visitors expect quality tourist destinations to provide the information and amenities needed to support tourism. They expect information to be available online, in a variety of languages, as well as in easy-to-read travel formats (brochures, maps, trail guides) that show all of the opportunities in an area, regardless of who is providing it.
- In FY11-12, Douglas County began updating its Parks and Recreation website, adding online registration. It created a door-count tracking system at Kahle Community Center to improve tracking of facility use. In FY 2013-14, the County will use transient occupancy tax revenue to install counters at



trailheads, which will improve the County's ability to track use levels and improve trail management. These types of operational detail will help the County better market its programs and measure its success in providing recreation opportunities.

Potential Strategic Directions:

- Participate with partners to identify specific improvements to signage and infrastructure that will enhance wayfinding.
- Develop, with partners, park design and development guidelines to ensure that all park and trail development has appropriate support amenities across jurisdictions.
- Work with partners to provide coordinated maps and recreation information available in hard copy and online.
- Participate with partners to identify ways in which the use of technology can further support the availability of information for residents and tourists.



G: Implementation

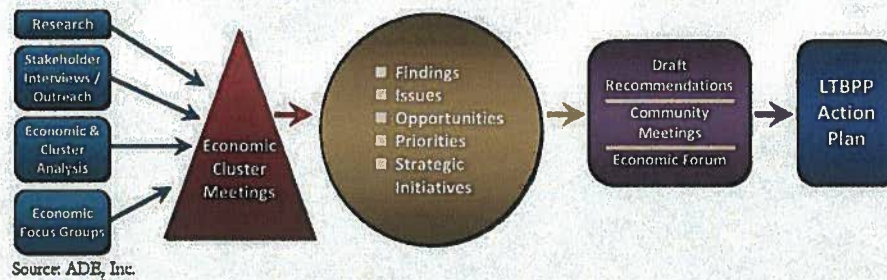


Figure 3: Prosperity Plan Development Process

Issue:

Joint funding and collaboration are needed to implement many projects, but there is little agreement on priorities and where to start to achieve the economic impacts and prosperity desired.

Insights:

- An over-emphasis on planning pervades the regional policy environment, with a disproportionate effort spent on the process of identifying issues and developing recommendations than following-through on actions. However, there is a sense among stakeholders that Douglas County is more effective at prioritizing and completing projects.
- Budget and staff reductions have resulted in limited capacity within the region to achieve results on the ground. Where resources are not available or are extremely limited to maintain current programs and facilities, agencies are unable or unlikely to be able to expand and enhance opportunities.
- Revenue generation and cost recovery are key issues, perhaps even more important than supporting large-scale economic impacts. Parks and recreation agencies will not be able to develop and run new facilities on the revenues generated by user fees alone. Unsuccessful or poorly operated facilities are unlikely to generate the envisioned economic impacts.
- As illustrated in the diagram on the next page, many initiatives to revitalize the South Shore as a recreation and tourism destination are better led by transportation agencies, the private market, and others. A vision is needed so that different agencies can work on projects that contribute toward the larger goal.

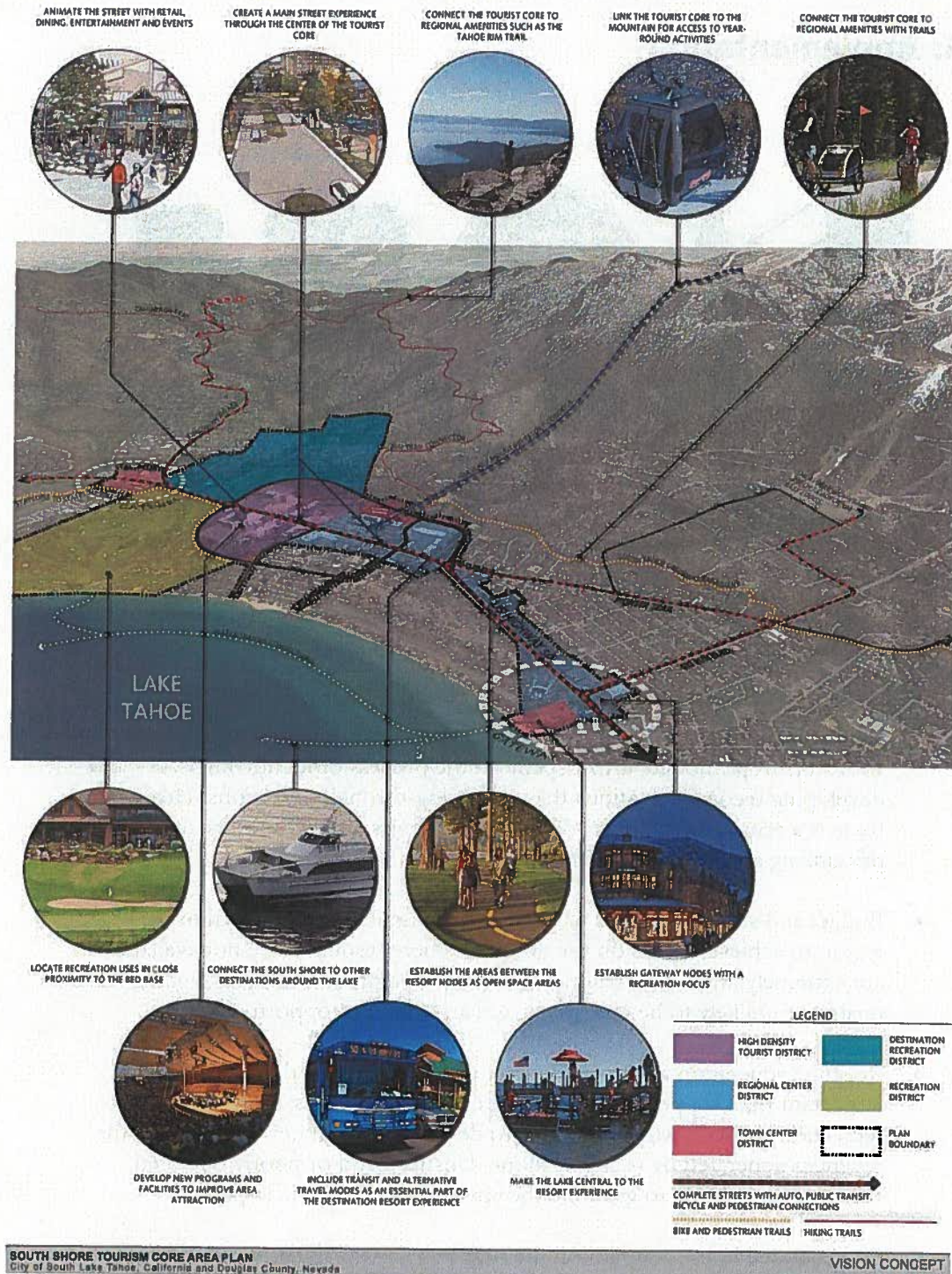


Figure 4: South Shore Tourism and Core Area Plan (Source: Design Workshop)

KEY PLANNING ISSUES

- Transportation initiatives and access improvements will be significant to revitalization. Many stakeholders believe that the capital project that would have the single largest economic impact is the US 50/South Shore Community Revitalization Project. Providing a shuttle or enhanced transit system between lodging, trailheads and recreation areas would be another effective improvement.
- Facility age, quality and condition affect facility profit. Older, worn facilities or poorly designed facilities may attract fewer users and have a lower cost recovery rate. These types of facilities are harder to market—especially in resort communities where visitors expect unique, high quality amenities that are worth the trip to get there. Agencies need strong maintenance and capital replacement plans in place to be able to keep facilities refreshed and in use.
- To create an authentic and thriving environment for recreation and tourism, the region needs leadership. Opportunities exist to establish an integrated team with technical experts from various organizations to take charge. Team members should have expertise in key areas including planning, engineering, finance and operations. According to stakeholders, this team needs more “proven implementers” and fewer visionary leaders.

Potential Strategic Directions:

- Identify the affordable projects that can be completed and provide the greatest return on investment.
- Outline the benefits and risks in collaborating with other agencies and partners on large project development.
- Determine how Douglas County can use its operational expertise and resources to advance projects and help other agencies advance projects.

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CHAPTER 3: RECOMMENDATIONS

The recommendations presented in this chapter focus on the role that Douglas County plays as a regional provider of destination parks and facilities. They assume the Community Services Department continues its primary role in serving County residents. As such, these recommendations should be considered in the context of other operational initiatives and annual capital development plans to ensure that Douglas County continues to sustain its thriving recreation activities and high-quality assets.



Recommendations are organized in two categories:

- **Regional Collaboration:** Douglas County is interested in collaborating with public and private recreation providers to improve communications and remove obstacles for regional events and recreation facility use; and
- **Regional Projects:** Douglas County will explore opportunities to implement or partner on regional projects that will benefit Douglas County and its residents and be consistent with the vision and goals described in the 2011 *Douglas County Master Plan*.

A. Regional Collaboration

Improved recreation services are understood to be critical to the prosperity of the Tahoe Basin. As noted in the *Lake Tahoe Basin Prosperity Plan*,¹ the region's economic vitality is tied to two economic clusters that directly pertain to parks and recreation:

- **Tourism and Visitor Services:** In the future, visitor itineraries will become more focused on outdoor activities, natural amenities, environmental education, and geotourism. The rebranded visitor experience should emphasize environmental quality, health and wellness, and recreation activities. Redevelopment associated with visitor services could help improve the built environment and natural environment.
- **Health and Wellness:** Specialized centers of excellence should include sports and fitness training. Wellness should be aligned with the benefits provided by fitness and recreation.

Because of the many different agencies and jurisdictions involved in providing recreation, enhancing the region as a recreation destination will involve individual efforts carried out by different agencies as well as collaborative initiatives involving many recreation providers. Several entities already participate in official partnerships or collaborative ventures to provide special events, tournaments, recreation marketing, etc. These groups include municipal, county, state and federal agencies, schools, private and non-profit recreation providers, visitors and business authorities,

¹ Applied Development Economics; November 2010.

special interest groups, conservancies, and regional planning organizations. Some of the major participating players are noted in Appendix A.

In the past, successful partnerships and ventures have generally required a temporary alignment between different groups and their disparate policies, funds, and staffing requirements for project implementation. Because of this, several agencies have recognized that regular ongoing collaboration could be facilitated by having some type of working group to open channels of communication, find ways to reduce barriers for joint projects, and align expectations for service provision—while respecting the different missions, goals and policies of each agency or entity involved.



Potential Recreation Consortium

As part of the planning effort for the *South Lake Tahoe Parks, Trails and Recreation Master Plan*, the City of South Lake Tahoe and El Dorado County began exploring the possibility of establishing a consortium of regional partners to align the provision of recreation services in the South Shore area. Recommendations for this “recreation consortium” are noted in Appendix B.

If such a group is formed, the agencies involved will ultimately dictate the type of organization it becomes, the pace at which it forms, the services it provides, and whether this is a funded body or a collaborative forum for existing providers. From the perspective of South Lake Tahoe, the group is envisioned as a funded joint powers authority (JPA) and organized bi-state forum for South Shore recreation providers to meet, discuss and take action on collaborative opportunities. It is anticipated to play a pivotal role in reducing barriers between different jurisdictions, streamlining processes and increasing opportunities for implementation of events, services and projects by coordinating funding, information and actions.

The City of South Lake Tahoe is willing to champion consortium formation based on their vision for the organization, and several members of its Master Plan Advisory Committee (MPAC)² have expressed an interest in being involved. These entities intend to use the political and community momentum generated through the *South Lake Tahoe* planning process to help raise awareness, generate funding and pool expertise to advance significant recreation projects and initiatives. They have identified several priority services that they feel the consortium should advance.

For the regional consortium to be effective, all key players must be involved up front in determining the form and function of the organization. The consortium concept is at a critical point where all potential parties—including Douglas County—

² The MPAC was established to provide feedback in the development of the *South Lake Tahoe Parks, Trails and Recreation Master Plan*. It included participants from the City of South Lake Tahoe and El Dorado County (staff, Parks & Recreation Commissioners, Council and Board), the Lake Tahoe United School District, Lake Tahoe Community College, Barton Health, Vail Resorts, California Tahoe Conservancy, Lake Tahoe Bicycle Coalition and the Recreation JPA.

RECOMMENDATIONS

should be involved in preliminary discussions about the organization and its potential services. Participating agencies will want to ensure that they are represented fairly in the organization, management, function and oversight of the group.

Douglas County Collaboration

Douglas County is interested in regional collaboration and is a major player in the recreation market. Regional collaboration may take many forms, including enhancing existing partnerships and being open to new opportunities, including but not limited to a regional consortium of recreation providers.

There are many roles that a recreation consortium could play to advance recreation throughout the region. Douglas County will have different needs and expectations for this group than some other participating agencies, given the favorable status and condition of Douglas County's recreation assets, operations, and resources. In fact, each of the agencies potentially involved in a recreation consortium will have different expectations for the organization, because of their different missions, markets and services. The challenge of the consortium is to find those commonalities that appeal to all participating groups in order to move forward.

For Douglas County, objectives for regional collaboration—which may or may not involve participating in a recreation consortium —include the following:

1. Align recreation fee policies related to residential and non-residential fees
2. Remove barriers for hosting region-wide events
3. Improve and coordinate visitor information
4. Pursue funding for regional facilities, trails and services
5. Identify regional priorities for recreation development

Alignment of Recreation Fee Policies

Like most recreation departments, Douglas County Parks & Recreation collects program fees, reservation fees, and facility use fees (e.g., at the Kahle Community Center) to help fund maintenance, operations and recreation programs. It does not charge different fees for residents and non-residents. This policy has allowed Douglas County residents, local residents from the City of South Lake Tahoe and El Dorado County, and visitors equal access to Douglas County's parks, facilities and programs.

While user fees are critically important to operating and maintaining the facilities that will attract visitors, aligning the user fees charged by different entities is important in providing equitable services to residents on both sides of the state line. Prior to 2014, the City of South Lake Tahoe charged different rates for residents and non-residents. Specifically, residents within the Lake Tahoe United School District received discounts to City facilities and programs by showing proof of residency. Douglas County residents who wanted to take advantage of City programs and facilities paid a higher, non-resident fee.

In response to a request from Douglas County, the City of South Lake Tahoe eliminated their resident discounts for recreation fees. Both entities still charge what they consider fair market value for facility use, and there is no intent to align prices. However, the elimination of non-resident rates ensures more equitable access to parks and facilities, which benefits local residents as well as visitors. Douglas County would be interested in having the consortium advance similar policies, so that local recreation providers would allow equal access to facilities and services for residents and non-residents.

Collaboration Strategy 1: *Align recreation fee policies to eliminate discounts or added fees based on residency by jurisdiction and encourage equitable access to parks and facilities for South Shore residents and visitors.*



Barrier Removal for Region-wide Events

The Tahoe Basin has a natural opportunity to host events that attract visitors from the region, two states, nationally and internationally. Not only do the hotels and motels provide ample lodging for overnight stays, but the lake and its surrounding recreation opportunities provide an attraction that encourages event participants to “stay and play.” However, the lack of facilities and the quality of some recreation and event facilities in the region limits the types of events that can be held.

To be successful, some events and tournaments must schedule the facilities of multiple jurisdictions simultaneously. For example, the Tahoe Come Up For Air (CUFA) soccer tournament uses fields provided by Douglas County, the City of South Lake Tahoe, Lake Tahoe Unified School District, Douglas County School District, and Lake Tahoe Community College. Organizing this tournament requires coordination with five different jurisdictions, each with different pricing structures, permitting requirements, staffing requirements, and other policies that affect field use. As pointed out in stakeholder interviews for the *Tahoe Basin Recreation and Tourism Plan*, supporting recreation for visitors is not a service that all of these groups necessarily want to support. For example, the Douglas County School District (DCSD) does not budget to provide staff to monitor school facility use for non-school recreation activities (especially on weekends, holidays, and summer vacations). Yet, the use of DCSD sports facilities is critical to the success of the CUFA tournament.³ A similar dilemma exists for other types of tournaments and events.

At this time, there is no organizing entity for tournaments and events. Having this type of forum would make it easier for producers to organize events by being able to contact a single entity for information. It would also help facility providers discuss constraints and requirements for their involvement in region-wide events and

³ In the Tahoe CUFA soccer tournament, all available rectangular fields are used, and the Adult Softball field and Babe Ruth field are temporarily lined for soccer. The scale of the tournament depends on participation from all facility providers.

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tournaments. A Sports Group Alliance and/or Special Events Alliance could be formed to address ways to minimize barriers and facilitate facility permitting, scheduling and use. This could occur as part of a larger consortium of providers or separate from it. In the *South Lake Tahoe Parks, Trails and Recreation Master Plan*, the following recommendations are noted:

- Determine whether a Sport Group Alliance is needed as a subgroup of the consortium to coordinate sports field scheduling, multi-field tournaments, and opportunities for field development and improvements.
- Determine whether a Special Events Alliance is needed as a subgroup of the consortium to attract new events and help coordinate and schedule tournament and event services (fees, scheduling, permitting, lodging support, promotion, etc.) for multiple jurisdictions.

The City of South Lake Tahoe is interested in giving the consortium even more authority over these tasks. The City envisions the consortium as a single point of contact and “one-stop shop” for inquires from event and tournament producers. This requires funding for a dedicated staff person to coordinate facility scheduling, permitting, fee collection and revenue distribution for the various providers. The assumption is that all affected consortium entities would help fund this staff position.

The City’s vision of the consortium as an operator/manager for event production raises questions for jurisdictions that 1) already operate events successfully and are not interested in giving up event operations to an unproven organization; and 2) are not recreation providers or typically do not fund recreation programming and event staff or tourism services (e.g., school districts, El Dorado County). Douglas County fits into the first group. The County would be wise to retain control of its event operations in house, rather than relinquish these functions to a new entity without agreed-upon oversight.

Collaboration Strategy 2: *Coordinate with other facility providers to determine the best option to remove barriers for facility use and improve coordination around permits, fees and other requirements to facilitate events and tournaments.*

Coordination/Production of Visitor Information

Visitors expect quality tourist destinations to provide the information needed to support tourism. They expect information to be available online and in easy-to-read travel formats (brochures, maps, trail guides) that show all of the opportunities in an area, regardless of who is providing it. The Tahoe Basin does not have any coordinating entity to provide this information. Several groups are making efforts to provide printed info and cell phone apps. For example, the Lake Tahoe Bicycle Coalition produces the Lake Tahoe Bikeway Map.

Currently, there are multiple Visitors Centers managed by different entities in the area, including the U.S. Forest Service, the Lake Tahoe Visitors Authority, and the City of South Lake Tahoe.⁴ Information is needed not only to attract visitors to the South Shore, but just as importantly, to identify and direct people to recreation opportunities when in the area.



The Lake Tahoe Visitors Authority (LTVA) has considerable expertise in marketing recreation opportunities and providing recreation and tourism information. Its mission is to “market the South Shore of Lake Tahoe as a unique, world-class year-round resort destination.” Its staff and board members represent the casinos, lodging businesses and funding agencies (such as Douglas County), and its primary goal is to increase overnight stays in the area. Consequently, the LTVA typically markets and advertises recreation opportunities that cater to visitor use, but not local use or day use. The LTVA operates two visitor centers—one in Nevada near the Kahle Community Center and one in California near at the South Lake Tahoe Recreation Complex. It provides an attractive website and printed materials marketing destination recreation opportunities and events in the South Shore. It also has led several branding efforts to create a signature label for the region.

Given their expertise, the LTVA is well-positioned to provide better visitor information about parks and recreation opportunities. The agency should be invited and involved in early conversations about the consortium and potential consortium services, particularly around enhancing visitor information and creating a Tahoe recreation brand (see Appendix B, A-2 and A-3). If involved, the LTVA could work independently or as part of the consortium to possibly expand its marketing focus from increasing overnight stays to marketing the South Shore as a recreation destination and retreat for residents, businesses, day-use visitors and overnight visitors. It may consider collaborating with another consortium entity that handles event facilitation, recruitment and/or production for the South Shore.

While the LTVA has both expertise and experience in this area, the organization has not yet been involved in discussions about a regional consortium or their possible role in re-branding Tahoe and providing recreation information. These preliminary discussions are needed to determine if the LTVA may be interested in enhancing recreation information.

Douglas County has a successful working relationship with the LTVA, as well as the Tahoe-Douglas Visitors Authority (TDVA), which is the board that oversees funding for LTVA services. Approximately \$4.5 million of the Transient Occupancy Tax (TOT) collected in Douglas County annually is applied to marketing and promotion. Of that amount, nearly \$2.5 million annually is dedicated to support LTVA services. Douglas County has a considerable stake in maintaining its relationship with the LTVA/TDVA. It should explore options in working with the LTVA to use some of

⁴ The City of South Lake Tahoe is the lead agency for the Explore Tahoe Urban Trailhead visitor center, operated with funding from the California Tahoe Conservancy, the U.S. Forest Service and Tahoe Regional Planning Agency and the South Tahoe Public Utility District.

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the TOT funding to potentially support/market new tourism projects and information services that benefit Douglas County initiatives.

The City of South Lake Tahoe and El Dorado County do not have the same relationship with the LTVA. The City has advanced the notion of having a Regional Consortium providing marketing and branding services, but it is unclear whether the LTVA would be involved. For Douglas County, it does not make sense to supplant the working arrangement with the LTVA to fund a new entity (Regional Consortium) to promote recreation.

Collaboration Strategy 3: *Continue to collaborate with the LTVA to coordinate and promote tourism in Douglas County. Discuss with the LTVA options to re-apply existing dedicated funds for tourism-enhancement projects, as well as to position Douglas County as recreation destination for residents, businesses, day-use visitors and overnight visitors.*

Funding for Regional Facilities, Trails and Services

The South Shore area includes several different jurisdictions and agencies striving to fund recreation projects and services. As noted above, a Transient Occupancy Tax (TOT) has been used to fund LTVA promotional efforts for recreation tourism. Bond measures have been used by different entities including the LTUSD and Recreation JPA to fund new projects in the last few years. User fees—including facility use fees, program/events fees, and reservation/rental fees—are an important part of the funding package as well. While these fees help offset the cost of services, they typically do not generate significant profits to fund new projects or services.

Other sources of funding will be needed to support the variety and types of projects and services desired to enhance recreation and tourism. While the LTVA reports that more than 80% of businesses in the area are tourism-based, funding for recreation and tourism marketing has typically been borne by the lodging industry alone. Many resort areas apply a broader sales tax (or tourism tax) to pass on the costs of recreation enhancements to visitors and residents. This is more equitable than a property tax, where residents absorb the costs of services. It also does not single out one industry—such as lodging—to support projects and services. Equitable and diverse funding options would have to be investigated to support the recreation projects and high-quality services envisioned to promote the Tahoe Basin as a recreation destination.

Joint funding is another option. Through partnerships, the resources of different providers may be pooled to advance specific projects. A regional consortium may also be able to advance a joint tax measure to fund the priority projects of various jurisdictions. Where multiple jurisdictions are involved, however, careful consideration must be given equitable distribution of funds—particularly if what is funded is the construction of a revenue-generating facility with a use agreement for joint operations and profit (loss) distribution.

Joint projects must have sufficient oversight that all parties involved receive equitable benefits, or benefits equal to the level of investment made by each



jurisdiction. For example, there is little return on investment for Douglas County to support a large event venue developed in El Dorado County or the City of South Lake Tahoe, unless an equitable profit-sharing agreement can be developed, and if operations are conducted successfully so that the facility has a profit to share. If Douglas County is asked to jointly fund projects in other jurisdictions, it must first evaluate the benefits and risks and see how this project aligns with other funding goals and priorities.

Collaboration Strategy 4: *Consider pooling resources to support regional projects, where the return on the investment for Douglas County can be clearly established prior to project initiation or development.*

Project Prioritization and Implementation

The recession and decline of the gaming industry has affected the amount of funding for parks and recreation, including new development and services. Since funding has been limited, various agencies have set funding priorities based on its available assets and what is best for the population it serves. The use of partnerships to pool existing resources has been one effective way to move specific projects forward, where more than one entity has an interest in the outcome. For Douglas County, the Stateline to Stateline trail is an example of an effective project funded by several jurisdictions, including NDOT, USFS and Douglas County.⁵

If formed, a regional consortium could provide an opportunity to advance projects and services that benefit the entire region. If members are interested and the consortium has the proper authority as a funding body, it could present unified, consolidated funding requests to voters for regional-scale recreation projects that are too large for one or few agencies to implement alone. This involves several different steps, noted in recommendations for the consortium (Appendix B).

- Affirm a shared vision and create a work plan to identify priority projects and services to enhance regional recreation, so that different agencies can work on projects that contribute toward the larger goal. Refine the list of priority projects in a 5-year capital plan, updated annually for implementation.
- Conduct education and outreach to increase public support for potential user fees or taxes to support future projects.

The need for a shared vision and work plan is one of the reasons that participating organizations in the consortium should be invited and involved in discussions up front, to see where priorities are in alignment.

Depending on the role the consortium plays and whether the organization includes staffing, the City's vision for the consortium has the organization involved in collecting, distributing or reinvesting revenues from events and services it promotes

⁵ Beyond the Tahoe basin, many other entities have been involved in this project.

RECOMMENDATIONS

or coordinates. This level of event and facility operations may be more than many consortium participants are willing to accept. Just as some agencies would want to retain control of scheduling their own facilities, others may also be hesitant to involve another party in revenue-collection or making decisions about how those proceeds should be spent for recreation services.

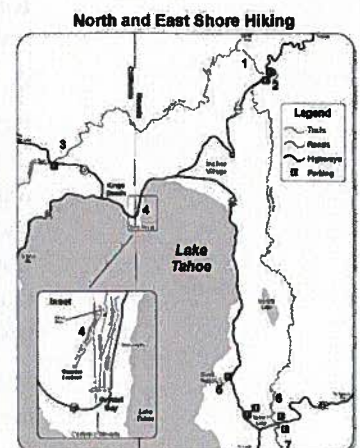
The Douglas County Community Services Department has exhibited good business decisions and operational strengths, which has protected it from the severity of impacts affecting some other jurisdictions. The County should continue its commitment to collaborating on regional projects, but carefully weigh the costs and return on investment before relinquishing any of its operational functions to consortium staff. The County and entire region are likely to benefit from the ability to advance regional funding or taxing measures, if agreed-upon priorities can be established to determine priority projects. This may be easier if a funding package is based on projects in multiple jurisdictions, such as the development of an interconnected trail system with trail development involving Douglas County, the City of South Lake Tahoe, El Dorado County, the California Tahoe Conservancy, and both State transportation departments. To be approved by consortium partners, joint funding should support dispersed development in multiple jurisdictions. Consortium participants are most likely to support funding measures that are aligned with existing goals and capital improvement plans.

Collaboration Strategy 5: *Identify priority projects and services that can be supported by multiple jurisdictions by working individually or jointly toward shared goals.*

B. Regional Projects

As noted above, multi-agency collaboration and funding can support the advancement of regional projects—whether this is enhanced information and services or new park, facility, and trail development. However, regional initiatives can also be advanced through partnership agreements. Many initiatives to revitalize the South Shore as a recreation and tourism destination are better led by transportation agencies, the private market, and/or others. A vision is needed so that different agencies can work on projects that contribute toward the larger goal.

By working collaboratively and leveraging the strengths and resources of partners, Douglas County is committed to projects that support the Tahoe Basin as a recreation destination. Planning efforts have identified a need for several different types of coordinated projects, as noted below. Douglas County should carefully consider their interests in these projects, as well as the capacity of participating partners to help fund and implement projects jointly or in a coordinated way.



1. Investigate partnerships for event venue development
2. Coordinate facility and trail signage
3. Consider facility development to support visitor use
4. Support infrastructure improvement that will enhance visitor access to recreation opportunities

Douglas County's interest in these projects is noted below.

Event Venue Development

The Tahoe Chamber and the Tahoe Prosperity Center held several economic forums to discuss "The Future of the South Shore - Next Steps." Participants noted that developing an Arts & Culture Identity, Entertainment Venue and Discovery Center would help attract visitors. Many stakeholders interviewed for the *Tahoe Basin Recreation and Tourism Plan* agreed that an events venue is needed.

An event venue could take many forms and be supported by a variety of different participating agencies and businesses. For example, it could include a large festival space with supporting infrastructure away from the lake, or potentially a large amphitheater (e.g., 10,000 seats). While Harvey's provides a smaller seating area in its parking lot to host concerts, there is a sense that a larger venue independent of the casinos is needed to attract a different type of audience. However, coordination is needed with the casinos as renovation and new construction is planned at several sites. The interest of casino-owners and other private businesses in supporting an events venue could potentially dictate the type of facility that is needed, the types of programming and events to be supported, as well as the market that is targeted.

The City of South Lake Tahoe is also interested in an events venue, as they need to find a new site to hold their SnowGlobe Music Festival. A flexible space, with room for different types of fairs, festivals, vendors and a portable stage, may offer the most opportunities for events and programming.

Douglas County should consider opportunities to be an equity partner in event facility development, where a positive return on investment can be established. Depending on the type and size of festival space desired, Douglas County has land that may be suitable for event facility development. The County will need to consider traffic and access issues, which have been a problem at many popular venues in the South Shore. Given the Community Services Department's facility operations expertise, Douglas County could operate this facility—taking on both the risk and profit of operations.

If this project goes forward, a formal partnership agreement will be needed to identify roles and responsibilities for the venture. A feasibility study and market analysis must be conducted in advance of any site master planning to evaluate potential sites, the size, type and scale of the facility, and a funding, marketing, operations, and programming strategy. Joint funding will be needed to develop this regional venue.

RECOMMENDATIONS

Regional Project Strategy 1: *Investigate partnerships for a regional event venue. Review the financial feasibility analysis and market study. Formalize partnership agreements.*

Facility and Trail Signage

Signage is an important element in visitor wayfinding. A resort community that prioritizes visitor services must find ways to make recreation access and wayfinding as easy as possible for people who speak a variety of different languages and represent many different cultures. Currently, each agency and jurisdiction in the Tahoe Basin has different signage policies, procedures and templates for identifying sites, resulting in a confused and disconnected wayfinding system for visitors and local residents. Different jurisdictions should be able to keep their own names and logos on appropriate signs to identify parks and facilities by ownership. However, a standardized template or similar signage policies (including site identification signage, roadway signage, informational signage, directional and wayfinding signage) would make it easier to identify regional recreation resources.

The City of South Lake Tahoe and the Recreation JPA is funding trail signage improvements this year. The LTVA and Forest Service also have been involved in discussions around signage in the past. Douglas County should collaborate with these entities to determine if there is a signage model that can be replicated, or if agreed-upon signage policies and templates can be identified. Especially on trails, signage should include directions and distances to major features, even if the features are from another jurisdiction.

Regional Project Strategy 2: *Collaborate with key recreation providers to identify signage policies and templates for site identification, roadway, informational, directional and wayfinding to make it easier for visitors to identify regional recreation resources.*

Additional Facility Development

While Douglas County and other entities are interested in promoting the Tahoe Basin as a recreation destination, more than just marketing and promotion are needed to enhance services. For example, the *South Lake Tahoe Parks, Trails and Recreation Master Plan* noted that the City and El Dorado County should invest in 1) park renovation and improvements to bring aging facilities in poor condition up to tourist's standards; and 2) facility development to support visitor use. The plan includes a look at a variety of lower-cost, large-market options to enhance recreation services. How they proceed on some projects may have a bearing on investments made by Douglas County. For example:

- **Sports fields:** The City and El Dorado County have prioritized a number of sports field improvements that would help position the Tahoe Basin favorably for field tournaments. Since the number and quality of fields has been a limiting factor, Douglas County may also want to consider options for additional sport field development. Trends show that participation in rectangular field sports



(e.g., soccer and lacrosse) is growing rapidly. Given other amenities and facilities in the area, the Tahoe Basin could capture and profit from both the youth and adult sports market.

- **Swimming pools/gym space:** The next phase of development for the Kahle Community Center calls for a new swimming pool or aquatic facility. There is a need for enhanced indoor and outdoor waterplay opportunities in the area. However, trends show that small, single tank pools do not appeal to the current market. Outdoor single-tank pools are already available at many hotels and motels in the area. Aquatic trends show that pool users prefer pools with recreation features (e.g., slides, spray features, play features, wave pools or lazy rivers), plus separate tanks for water fitness, lap swim, and lessons (e.g., swim, kayak, water safety). The City of South Lake Tahoe and El Dorado County are creating a master plan to renovate the Recreation & Swim Complex in the city into a multi-purpose recreation and aquatic facility. If a full-scale aquatic center is developed, it potentially could meet the aquatics demand for the region. In that case, Douglas County may want to consider other uses for the additional space at the Kahle Community Center. This could include increased gymnasium space, which would enhance Douglas County's ability to support sports, tournaments, and other types of programs.
- **Low impact recreation:** The returning market for the casino industry is strongest among older adults (traveling without children) and seniors. Trends show that older adults and seniors are staying involved in recreation longer and represent a "silver tsunami" in terms of the numbers of people belonging to this demographic and their needs for future services. Facilities such as multi-purpose trails, nature trails, gardens, pickleball courts, petanque/bocce courts, and beaches support the type of low impact activities that appeal to older adults and seniors.⁶ From a regional perspective, Douglas County and other jurisdictions should focus on trail connectivity that enhances access to existing parks and recreation opportunities, with supporting trail-based recreation and non-motorized transportation. Coordinated development of petanque or pickleball courts between Douglas County, the City of South Lake Tahoe, El Dorado County and interested non-profits could position the Tahoe Basin for tournaments if sufficient facilities are developed. Water access is also in demand, and Douglas County should continue to work with others to increase public access to the lake when opportunities arise.

⁶ Another emerging market is families and young adults seeking active and/or extreme recreation opportunities. Heavenly Resort is poised to open "Epic Discovery," a summer recreation venue with facilities such as a bike park, challenge course, ziplines, canopy tours, and hiking trails to appeal to this market.

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Douglas County should use its business and operational savvy to determine which of these investments would generate the greatest return on investment and fit with the priorities and needs of local residents as well as visitors. Regional coordination is needed to determine where other resources can be leveraged to better position the Tahoe Basin for tournaments and visitor use.

Regional Project Strategy 3: *Meet with other key recreation providers to identify local and regional facility needs, avoid duplication in services, and develop facilities that will support recreation tourism.*

Infrastructure Improvements

Additional infrastructure improvements have been proposed in the Tahoe Basin area that would improve access to parks and recreation opportunities. For example, proposed transportation initiatives and access improvements will be significant for revitalization and visitor access. While Douglas County will not be involved in all of these efforts as an equity partner, the County should be an advocate for projects such as the US 50/South Shore Community Revitalization Project or a shuttle or enhanced transit system between lodging, trailheads and recreation areas.

Regional Project Strategy 4: *Support infrastructure or transportation improvements that will enhance visitor access to recreation opportunities.*

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CHAPTER 4: CONCLUSION

A. Douglas County Priorities

The *Tahoe Basin Recreation and Tourism Plan* identifies several strategies to enhance recreation while responding to many regional challenges for the provision of parks and recreation services. It identifies a number of opportunities for collaboration and coordination to help position the Tahoe Basin as a recreation destination. However, it also acknowledges the different and sometimes competing needs and interests of different agencies and jurisdictions—noting that Douglas County should pursue joint projects where these benefit County residents, create a positive return on investment, and are aligned with County priorities and goals.



Douglas County Community Services has demonstrated leadership, good business decisions, and strong operational capabilities to provide popular parks, recreation facilities, programs and events. The County should continue its commitment to collaborating on regional projects, but carefully weigh the costs and return on investment before contributing funds or relinquishing operational functions to other partners or a consortium of regional providers. The County has worked successfully with key partners in the past by applying this management philosophy and should continue to do so in the future.

Douglas County also recognizes the need for enhanced communication and coordination with other regional providers. It should participate in regional forums designed to increase coordination and reduce barriers in providing services, particularly where these are affecting the region's ability to attract visitors and support recreation tourism. Because it is a significant and well-recognized recreation provider in the region, it should play a role in organizing some type of consortium of recreation providers as a communication forum for coordinated projects and services. **From Douglas County's perspective, this is not envisioned as a funded, staffed agency that takes on event operations and services. Instead it would serve as a forum for recreation providers looking to establish efficiencies and synergies as they work toward a common goal of enhancing recreation opportunities for local residents and visitors.**

B. Next steps

The information in this document provides the context for Douglas County staff, Parks & Recreation Commissioners, and the Board of County Commissioners to determine how best to enhance recreation by working collaboratively toward a

common vision and goal for the South Shore. That vision is one of prosperity associated with promoting, renovating and developing the Tahoe Basin as a recreation destination.

This plan is a first step as Douglas County participates in discussions about regional priorities and the need for some type of collaborative arrangement to improve agency coordination and communication. This may include strengthened partnership or possibly some type of regional consortium, as Douglas County carries on its successful collaborative efforts with existing partners and remains open to new opportunities. The decision to partner with others will be reviewed on an ongoing basis, as project funds are allocated as part of the County's annual efforts to develop a fully-costed capital improvement plan and budget for anticipated services.

appendices



APPENDICES

Appendix A: Regional Partners

Given the growing role that recreation plays in the region's economy, several entities already find themselves involved in either official partnerships or collaborative ventures to provide special events, tournaments, recreation marketing, etc. Some of the key players are noted below, with a description of the mission of the each organization and role in supporting recreation.

- **Lake Tahoe Visitors Authority (LTVA):** The LTVA is funded by tax dollars to “market the South Shore of Lake Tahoe as a unique, world-class year-round resort destination.” Its Board represents a variety of regional business and agency interests, and its primary goal is to increase overnight stays in the area. It does not market or advertise recreation opportunities that cater to local use or day use.
- **Lake Tahoe South Shore Chamber of Commerce (Tahoe Chamber):** The Tahoe Chamber is a membership organization for businesses located within the City of South Lake Tahoe (California) and Stateline (Nevada), as well as the surrounding region. Tahoe Chamber promotes and sponsors events to stimulate regional economic vibrancy. For example, for the past five years Tahoe Chamber has partnered with the Lake Tahoe Visitors Authority and El Dorado County to host the annual “Sample the Sierra” farm-to-fork festival.
- **City of South Lake Tahoe:** The City of South Lake Tahoe provides several parks and recreation facilities for City residents and visitors, such as the Bijou Park, the Recreation & Swim Complex, the Ice Rink and Senior Center and several short trail corridors. While many of its major facilities are aging, it has invested in recent years in a new lakeside park, Lakeview Commons at El Dorado Beach, on land provided by El Dorado County. The Parks & Recreation Department has been heavily affected by the recession, which affects the services they are able to provide.
- **El Dorado County:** El Dorado County has few recreation assets in the Tahoe Basin area. They own the land for the 56-acre South Lake Tahoe Recreation Area, which is leased to the City of South Lake Tahoe. They provide and are expanding multi-purpose trails in the area, such as the Sawmill Bike Path. El Dorado County has no facilities or park maintenance staff on the east side, and it does not provide programming or events. However, it does anticipate playing a larger role in terms of its investment in community/regional parks and trails in the Tahoe Basin in the future.
- **Tahoe Regional Planning Agency (TRPA):** TRPA ensures environmental protection of the Tahoe Basin through effective land use planning, growth and development. TRPA uses two main tools to protect and restore Lake Tahoe:

- An Environmental Improvement Program that implements restoration projects to heal past damage to the ecosystem
 - A regulatory program that works to minimize the impact of developed properties on the watershed
- **California Tahoe Conservancy:** The Conservancy manages over 6,500 acres of lands throughout the State of California for natural resource and habitat protection as well as public recreation. Locally, the Conservancy manages Van Sickle Bi-State Park in partnership with the Nevada Division of State Parks. It also provides and is expanding the Tahoe Greenway Corridor.
 - **Nevada Division of State Parks (NDSP or Nevada State Parks):** Nevada State Parks owns and manages several key lakeside properties in Douglas County, including Nevada Beach. The agency's objectives include acquiring and developing parks of outstanding scenic, recreational, scientific and historical importance.
 - **U. S. Forest Service (USFS):** Over 78% of the area around Lake Tahoe is public land managed by the USFS. While the primary objective of the USFS is forest management, it also manages some sites for recreation. In Douglas County, these include Round Hill Pines Resort and Marina, Zephyr Cove Marina and Nevada Beach Day Use Area and Campground. Nevada Beach and Zephyr Cove are both operated by private concessionaires.¹
 - **Tahoe Douglas Transportation District (TDTD):** TDTD is a critical player in the regional effort to improve trail and bikeway connectivity for residents and visitors. TDTD is leading the Stateline to Stateline Trail project that will run through Nevada State Parks and along Nevada Department of Transportation rights of way.
 - **Douglas County and Lake Tahoe Unified School Districts (DCSD and LTUSD):** While focused on their mission to provide education, local school districts also provide many of the area's sports fields, including softball and baseball fields, turf fields for football and soccer, grass rectangular fields. In addition, school district facilities include indoor gymnasiums and multi-purpose rooms that may be scheduled for community recreation.

¹ Zephyr Cove is operated by Aramak Parks and Destinations. Nevada Beach is operated by California Land Management.

Appendix B: Regional Consortium Recommendations

The 2014 *Parks, Trails and Recreation Master Plan* prepared for the City of South Lake Tahoe and El Dorado County, California, presents recommendations related to a proposed regional consortium. These recommendations are noted below.

- A. Regional Coordination and Collaboration:** Create a recreation consortium and/or collaborative partnerships to coordinate the management, marketing, planning and development of parks, recreation and tourism services among different jurisdictions to support South Shore goals and maximize recreation and economic benefits.

A.1 Establish a multi-jurisdictional recreation consortium.

Recreation is the top driver of the regional economy. Public, private and non-profit entities all play a role in delivering indoor, outdoor and seasonal opportunities that attract millions of visitors each year and make the area a highly desirable place to live for year-round residents. A need was identified for a collaborative group to work together to enhance service delivery and consistency for park and facility users. Referred to in these recommendations as a “consortium,” this group may be a joint powers authority (JPA) or other organized forum for different providers to meet, discuss and take action on collaborative opportunities.

The participants involved in the group will ultimately dictate the type of organization it becomes, the pace at which it forms, the services it provides, and whether this is a funded body or a collaborative forum for existing providers. The group is anticipated to play a pivotal role in reducing barriers between different jurisdictions, streamlining processes and increasing opportunities for implementation of events, services and projects by coordinating funding, information and actions.

A.1.a. Identify interest in and organize a bi-state multi-jurisdictional consortium.

Host a forum to discuss a proposed consortium, inviting all major public and private park and recreation providers in the bi-state South Shore area, as well as representatives from the Chamber of Commerce, Lake Tahoe Visitors Authority (LTVA), Tahoe Prosperity Center, Lake Tahoe Community College (LTCC), school districts, resort or recreation districts, and recreation business interests.

- Discuss goals and expectations for a consortium to coordinate and streamline regional recreation services and policies.
- Identify leadership, roles, and responsibilities for the group. Identify a convening board or executive team if needed.

- If major participants are interested in establishing a legal authority for this group, investigate options for achieving bi-state, multi-county legal authority for operations.
- Consider whether the current Recreation Joint Powers Authority (JPA) can be expanded in terms of its role and representation to include Douglas County, LTVA and other agencies and providers.
- Identify how the consortium's legal authority may influence which agencies are voting members versus serving in an advisory capacity.
- Create an agreed-upon name for this organization, such as the Recreate Tahoe Commission or South Shore Recreation Consortium or Coalition.
- Identify the roles and possible service alliances between the consortium and the Lake Tahoe Visitors Authority (LTVA), whose mission is to market the South Shore of Lake Tahoe as a unique, world-class year-round resort destination.

A.1.b. Identify the organization's primary function, as well as agreed-upon services to be provided. Strive to consolidate services for efficiencies, not duplicate the services provided by other organizations or add another level of bureaucracy to existing services. Discuss and consider a variety of options, such as those noted below and others as identified by consortium participants.

- Work together with all key members to discuss and define consortium responsibilities (if any) in raising funds, branding recreation, marketing the area, coordinating service delivery, prioritizing projects and advocating/lobbying for priority policies and necessary legislative changes.
- Align policies and procedures for facility reservation and use to reduce barriers to large group events and tournaments.
- Focus on regional service alignment regarding elements such as user fees; facility reservations and event permitting; branding and marketing; visitor services and information; wayfinding and signage; guidelines for multi-jurisdictional trails; community-built projects; recreation shuttles; and joint funding processes.
- If desired, create a single point of contact and "one-stop shop" for South Shore visitor inquiries and recreation services and experiences.
- Determine whether a Sport Group Alliance is needed as a subgroup of the consortium to coordinate sports field scheduling, multi-field tournaments, and opportunities for field development and improvements.
- Determine whether a Special Events Alliance is needed as a subgroup of the consortium to attract new events and help coordinate and schedule tournament and event services (fees, scheduling, permitting, lodging support, promotion, etc.) for multiple jurisdictions.
- Determine whether an Information Alliance is needed as a subgroup of the consortium to coordinate public relations, visitor information and visitor center

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facilities, information and services. This group should work closely with the LTVA to promote the Tahoe Basin as a tourism destination, consolidating recreation information and messaging. (See also A.2.)

- Work with the LTVA and others to brand and market the consortium to increase public support and the likelihood of the public to pay a fee or user tax that support future projects that are aligned with the consortium mission.
- Affirm a shared vision and create a work plan to enhance regional recreation, so that different agencies can work on projects that contribute toward the larger goal.
- Investigate interest in designing and marketing a “passport to recreation” that bundles the mountain, lake and trail experience and other unique recreation experiences for the multi-day visitor.
- Package recreation services for tournaments and events (i.e. ice skating, swimming, biking, SUP, kayaking, hiking).
- Partner to provide transit that includes space for sporting equipment and recreation gear (such as bicycles, skis, snowboards, paddle boards, rafts and other beach gear) to help reduce the need for vehicle access to recreation sites.
- Create a joint GIS-based inventory and mapping system to identify regional recreation resources by owner and classification.
- Consolidate and produce information about the consortium, its partners and services. Create an online information portal (consortium website); use social media and hardcopy brochures, maps and guides to publicize trails and recreation opportunities in the South Shore area. (See also A.2.)
- Consider the consortium’s role in managing or contracting to manage jointly established visitor’s centers, such as Explore Tahoe.

A.1.c. Identify a participation model to support agreed-upon consortium services. Determine if this includes funding and staffing.

- Formalize roles, responsibilities and the governing or advisory model for the group. Identify a Board of Directors and lead implementers for various tasks.
- Determine if (and how) participating jurisdictions will fund consortium services.
- Consider annual contributions or other funding arrangements for basic operations.
- In the long term, and depending on the authority of the group, consider a bond or taxing measures to fund large joint projects and improvements.
- Determine if consortium staff should be hired to oversee and coordinate consortium services. Determine whether office space is needed or if staff can be housed in space provided by a consortium partner.
- Schedule regular coordination meetings.

- Establish a 5-year capital plan of joint projects to advance. Create a CIP prioritization and update process to determine annually which projects should be included on this list and project sequencing for implementation.
- Determine if and how the consortium will collect, distribute or reinvest revenues from events and services it promotes or coordinates.

A.1.d. Establish an allowance and implement agreed-upon consortium functions and services.

A.1.e. Identify measures to track consortium performance and the effectiveness of results.

A.2 Work collaboratively to align and enhance visitor services and information.

Many visitors and residents do not take advantage of the wide variety of recreation opportunities available simply because they do not know what is available. Clear, consolidated information is needed, as well as better coordination on the distribution of this information. Consolidating and distributing information may be a consortium task, or may be undertaken by other entities.

A.2.a. Establish a shared website.

- Use social media to publicize information about trails and recreation opportunities in the South Shore area.
- Create an online facility reservation system linked to systems provided by existing facility providers.
- Provide online information about event venues and special event services and processes, including access to necessary application forms.

A.2.b. Work with partners to provide coordinated visitor and program information, available in hard copy and online. Provide information in a variety of languages, as well as in easy-to-read travel formats (i.e., brochures, maps, trail guides) that show all of the opportunities in an area, inclusive of multiple providers.

A.2.c. Use the Web, mobile applications, and new and current technologies to enhance the availability of information for residents and tourists, such as facility capacity and access information (beach parking, shuttle schedules, etc.) updated in real-time. Build on (or publicize) existing tools, such as the Tahoe Beaches App developed by the Tahoe Fund.

A.2.d. Develop a mobile application for facility users and program participants to share the most up-to-date information about events and activities, facilities, and programs and registration.

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A.2.e. Develop a mobile application, or web-based, self-guided “tour” of historic or significant recreation areas throughout the South Shore.

A.2.f. Establish a clear, consistent comprehensive wayfinding system and template of well-designed maps and signage to provide users with the essential information they need to “find their way” to a variety of recreation sites.

A.2.g. Distribute consolidated recreation information at all major recreation facilities.

A.2.h. Consider consolidating or relocating visitor centers to visible areas or “gateway” locations, providing comprehensive, high-quality information about regional recreation opportunities in one location.

A.3. Collaborate with the LTVA to create and establish the “Tahoe recreation brand.”

As noted in the *Lake Tahoe Basin Prosperity Plan*, the South Shore needs to market and enhance its image as a recreation destination. Given the decline of the gaming industry, all lodging entities and service providers have a stake in this rebranding effort. The LTVA has led several past branding efforts in the region and continues to market the South Shore as a recreation destination, focused primarily on activities that increase overnight stays. The LTVA, consortium or other partners may build on these efforts to create a recreation brand focused on all recreation activities, including those that attract local residents and businesses, recreation day-trips and overnight stays.

A.3.a. Engage the LTVA and/or work collaboratively with consortium and regional partners to re-brand the South Shore with a focus on indoor and outdoor recreation; outstanding visitor services; health, wellness, and sustainability; authentic arts and cultural experiences; and sports and entertainment. Tie the branding effort to community livability, recreation day trips and overnight stays—positioning Tahoe as a full service recreation destination.

A.3.b. Create thematic tourism experiences and interpretive materials focused on South Shore as a recreation destination, focusing on cultural and natural heritage.

A.3.c. Craft a focused marketing approach to reach the international market, consistent with the broader brand and strategy.

DOUGLAS COUNTY TRANSPORTATION SYSTEM

Countywide Connectivity

creating safer, environmentally responsible, economically vital communities



EXHIBIT (for identification only) f
Filed 11/19/15
By D. S. H. Deputy

Boe 2-19-15
#5

We Have Two Vision Plans Ready for Implementation

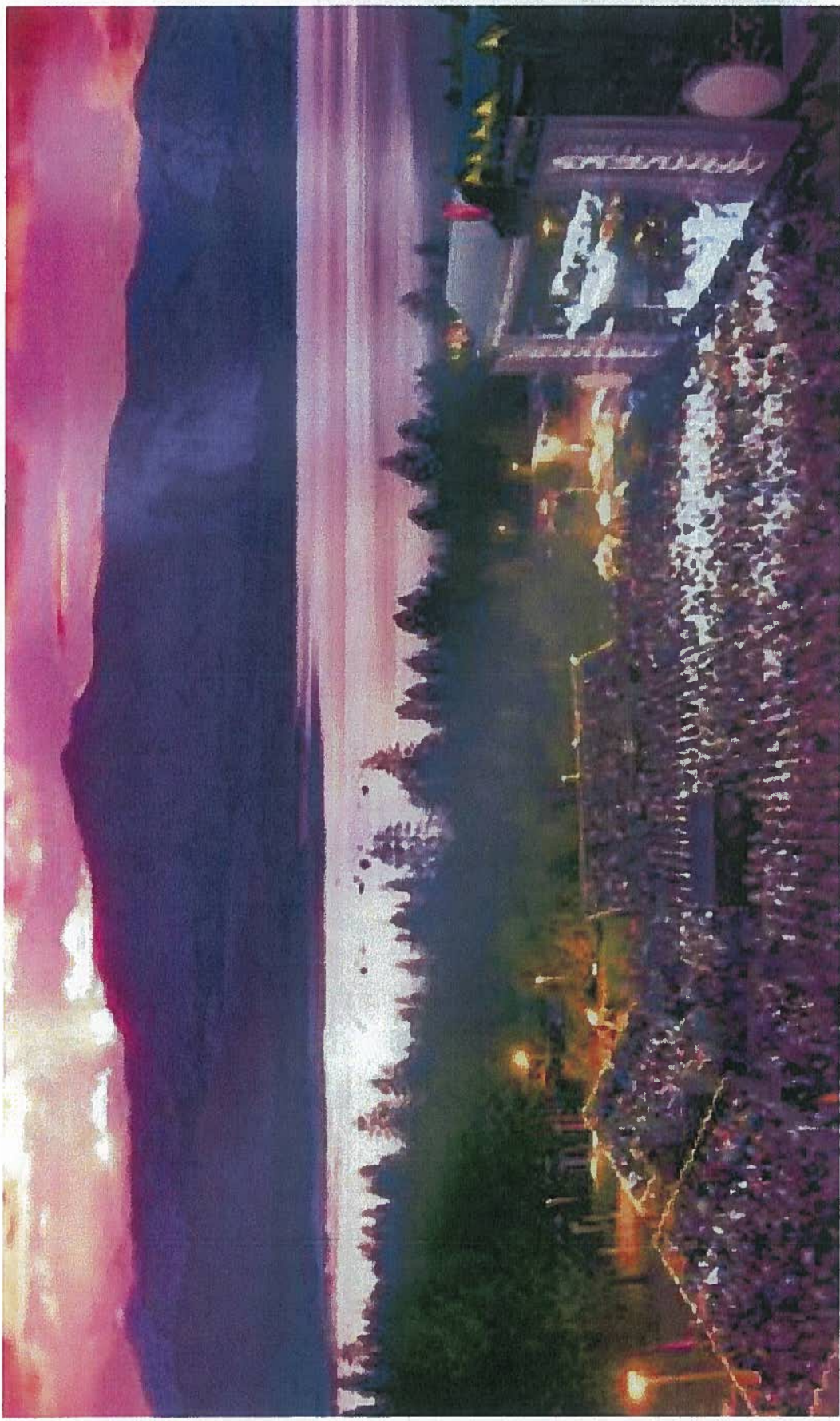
South Shore Vision



Valley Vision



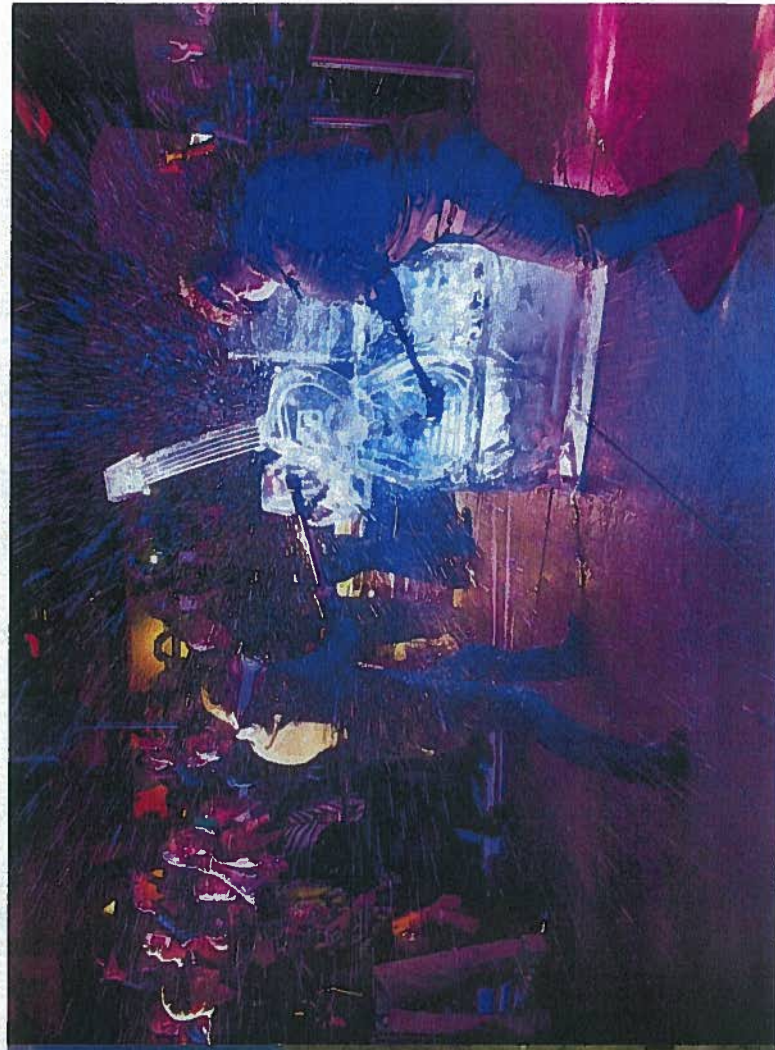
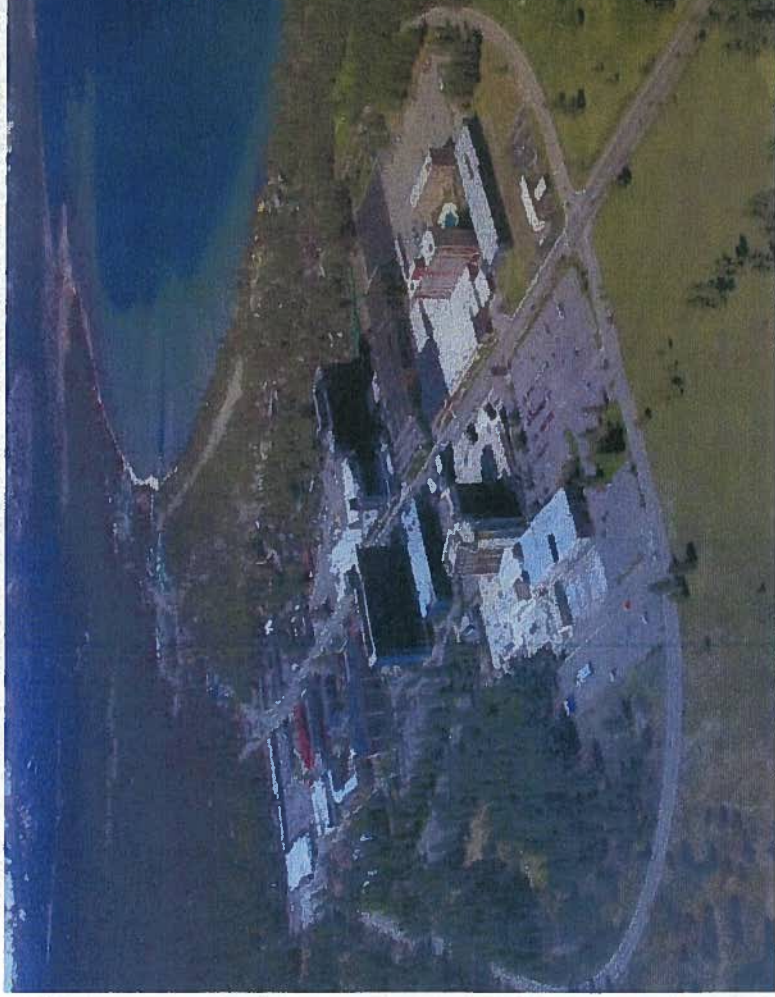
- Vision Plans have broad community support
- Both plans unanimously approved by the County Commission



Top 10 Worldwide Destination

2.7 Annual Visitors South Shore
Staying 4.6 nights average
Spending \$1.2 Billion annually
\$371 million on food/beverage/retail

US 50 / South Shore Community Revitalization

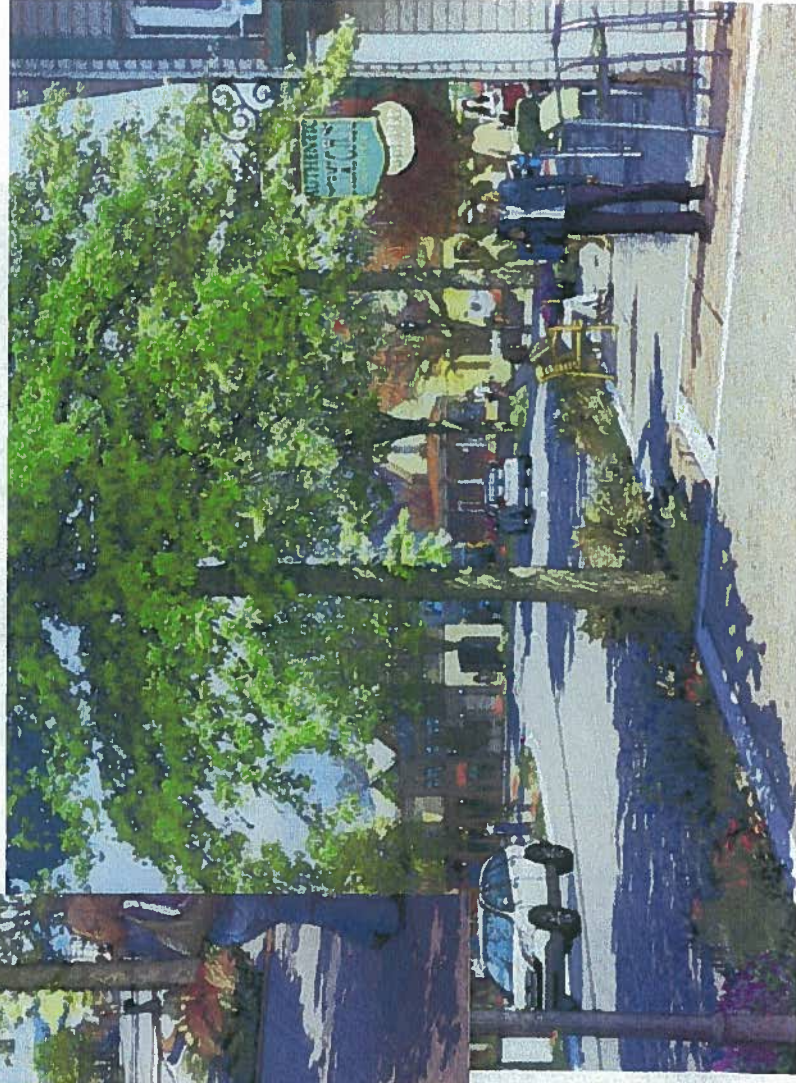
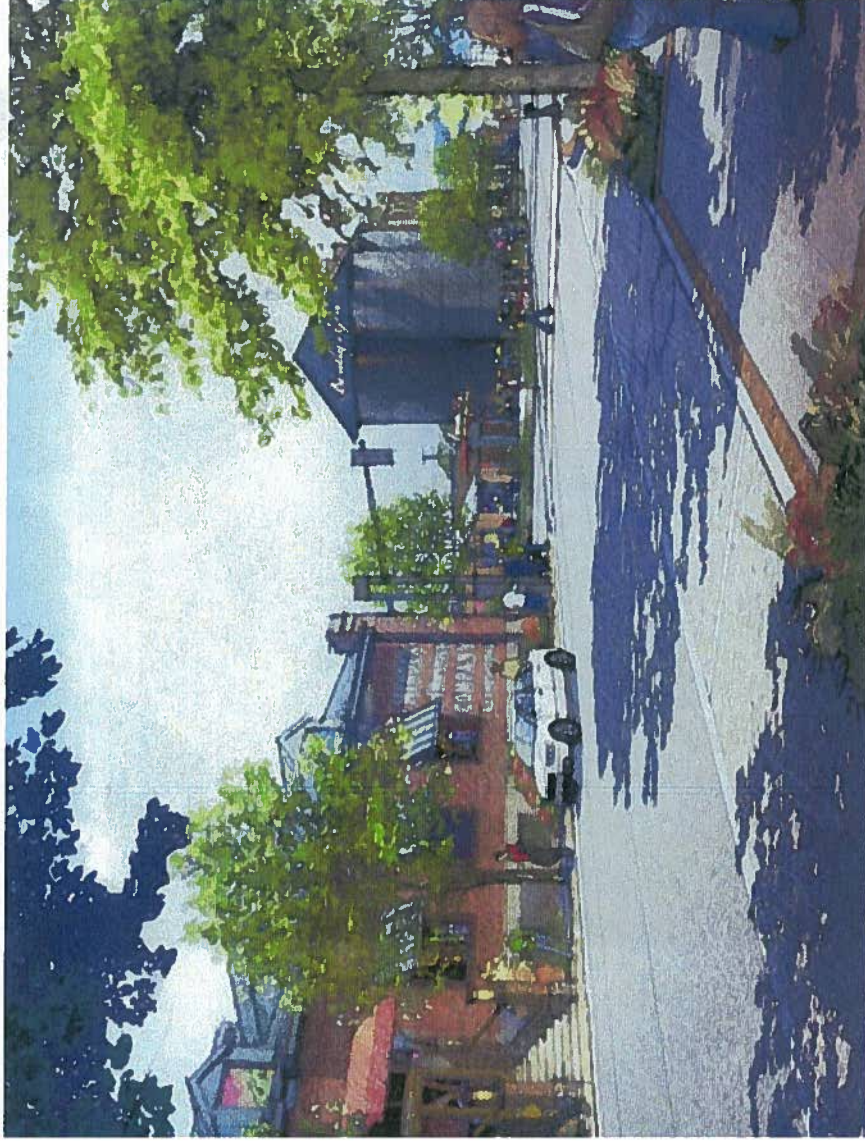




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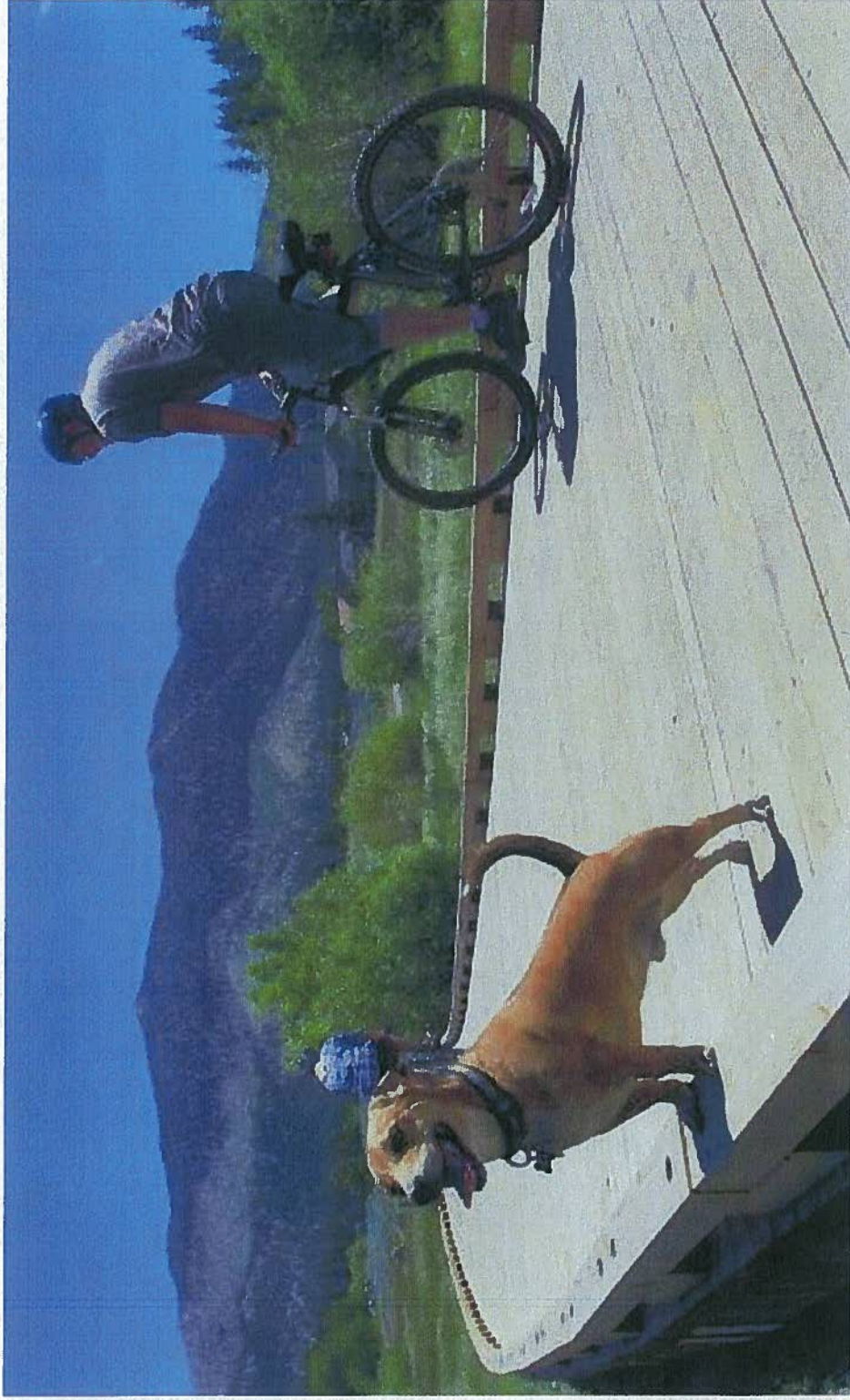
of 11,000 Gardnerville Rancho residents can safely walk
or ride a bike to Town or the Community Center

Carson Valley US 395 Main Streets Revitalization



Minden-Tahoe Airport Multi-Modal Opportunity





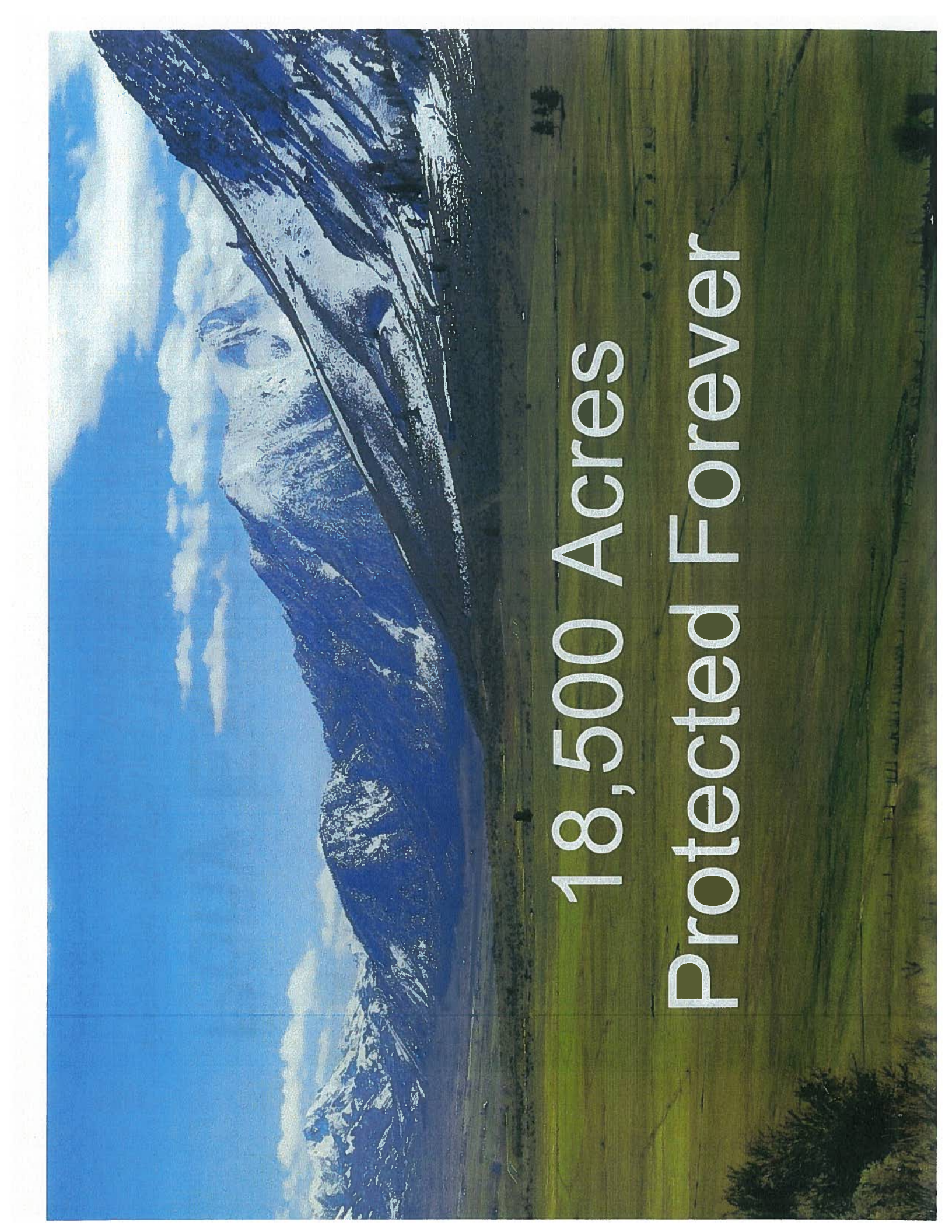
10,000

Users the 1st Month
Initial 2.1 miles Stateline-to-Stateline Bikeway



Pony Express Riders

“Historical Significance” Top Rated CVWA Visitor Experience
40,000 Annual Users Projected



18,500 Acres Protected Forever



Raise \$4.4 Million Locally

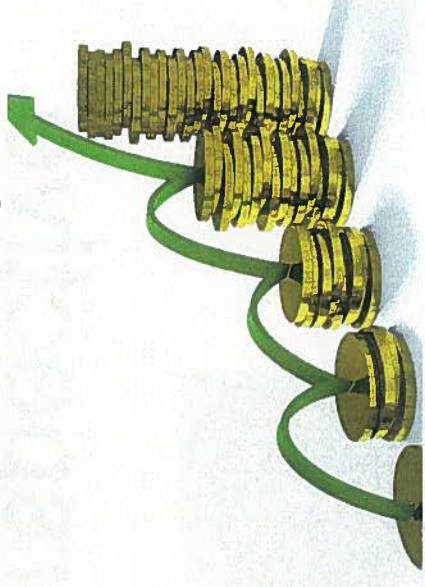
From 3 Different Taxes / Fees

\$4.4 Million - 3 Sources



- 2.5% Utility Operator Fee = raises \$2 million
- \$.05 Fuel Tax = raises \$900,000
- 0.25% Sales Tax Infrastructure = raises \$1.5 million

Seed Money Calculator



\$4.4 \$Million Local Seed Funding

+

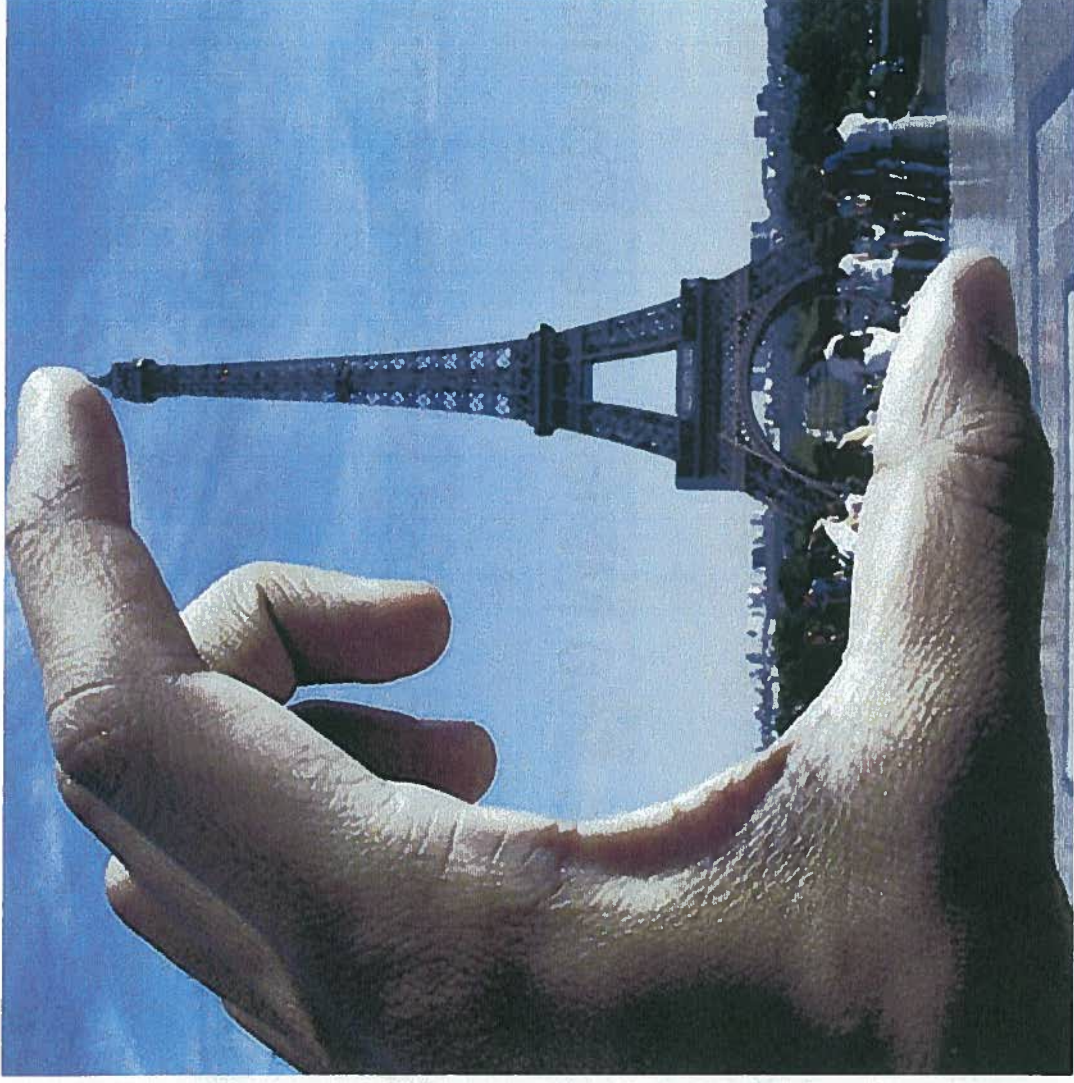
Can Become \$50 Million after Bonding

+

Then Could be Used as 25% Match

=

\$200 Million for Connectivity Implementation



Let's Put This Into Perspective

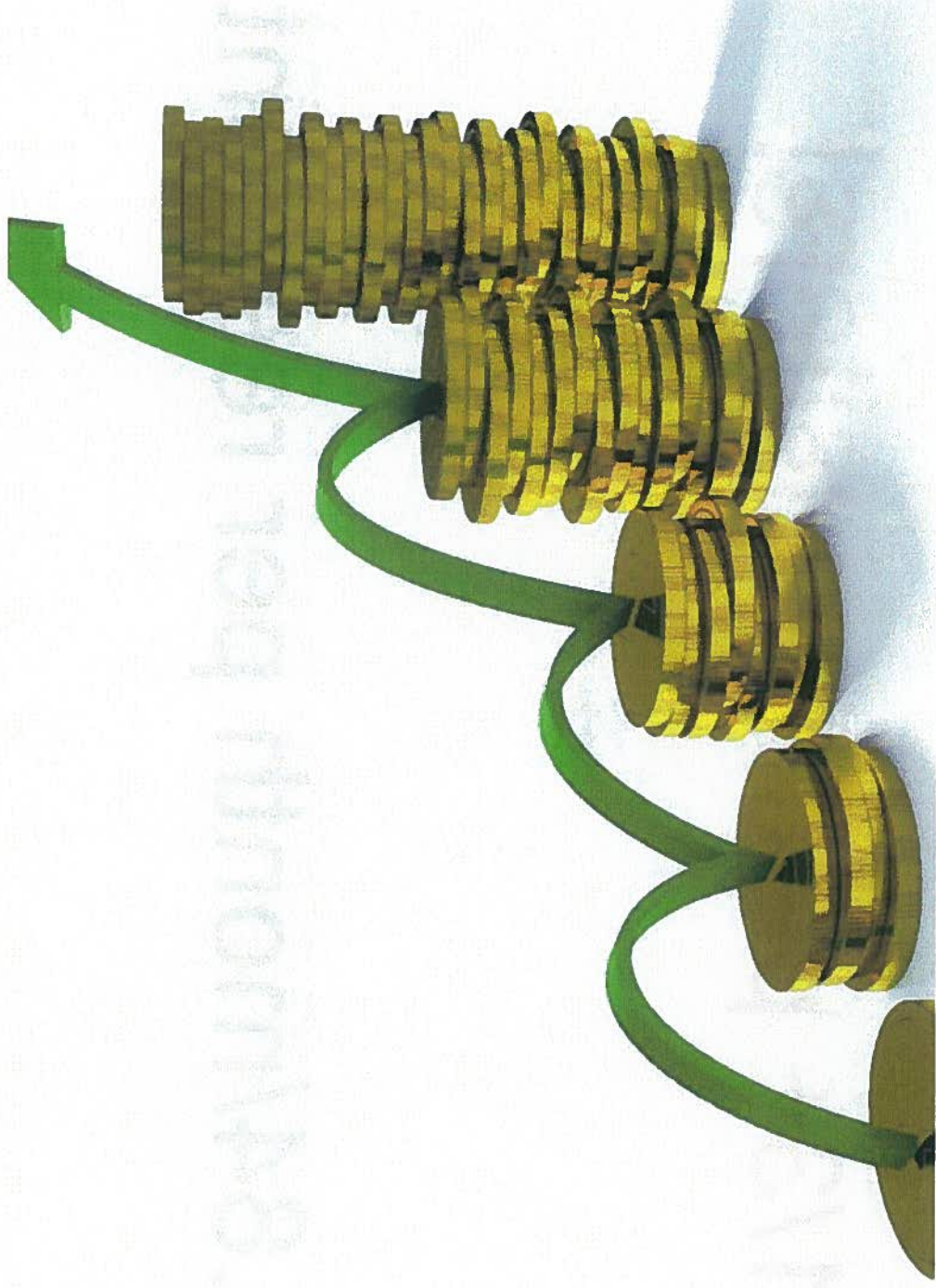
50,000 residents

\$88 year = \$7.33/month

1/3+ paid by visitors!

=

\$4.84/month per resident



16 Pennies A Day

We Could Start Implementing
Communitywide Connectivity

VISION

without execution

is

HALLUCINATION

BoCC Unanimous Action 02.05.15

Direct staff to bring back:

- (1) funding sources and
- (2) a list of Countywide Connectivity priorities

Getting to “The Art of the Possible”



What Could Douglas County Accomplish?

- in incremental steps -
with \$50 million available for local match?**

Need Now
20%=\$22M

- US 50 / South Shore Revitalization (\$25M)
- US 395 / Main Street Revitalization (\$40M)
- Alternate Truck Route (\$40M)
- Ranchos Connectivity Path (\$4M)
- Airport Multi-Modal & Regional Transit

Want Soon
20%=\$9M

- Stateline Bikeway: Round Hill-Zephyr (\$6M)
- Martin Slough Trail: Minden-G'ville (\$300K)
- Trail-to-Rail: Minden-Genoa (\$4M)
- Pony Express Trail: Genoa-Tahoe (\$34M)

Plan Ahead

10-20 yrs
\$1M for studies

- Interstate 580
- V&T Railroad
- Canary Car Trolley
- Gondola
- Passenger Ferry

Incremental Steps: Now ~ Soon ~ Plan Ahead

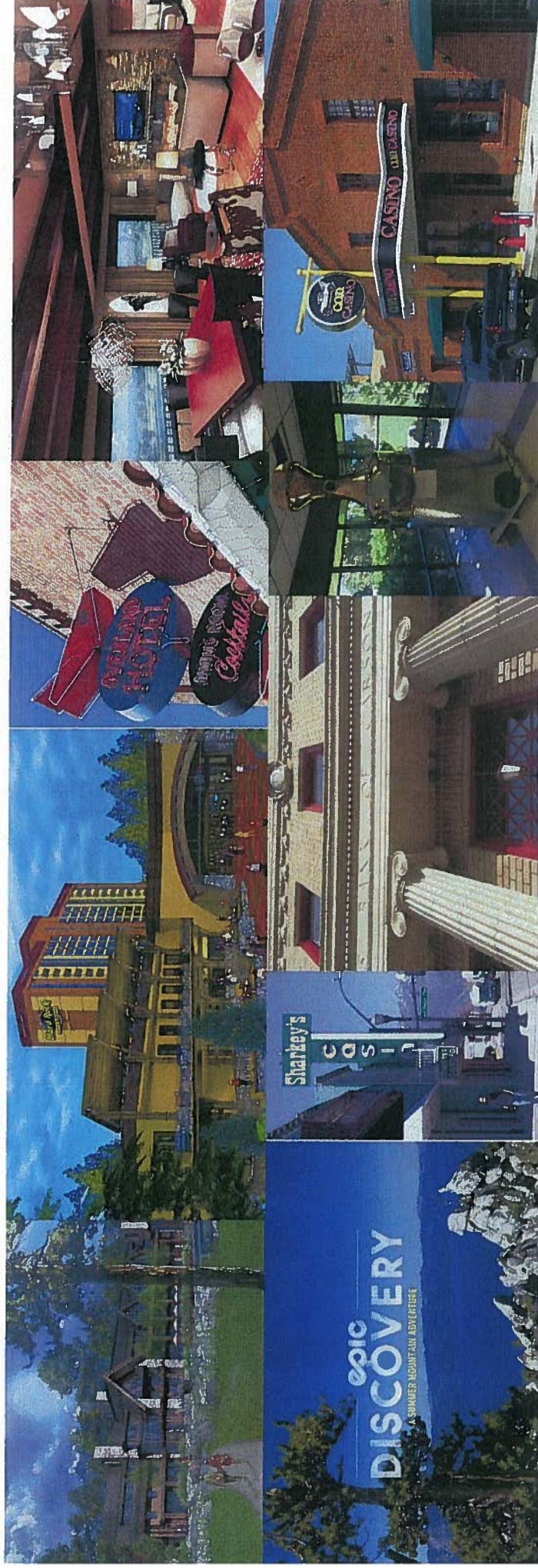


This is not pie in the sky



What's in this for Douglas County
Small Businesses, Employees & Residents?

5 Years Ago Could We have Predicted



\$400,000,000

Private Sector Investment Today
in Douglas County



TahoeChamber.org

February 19, 2015

The Honorable Doug Johnson, Chair
The Honorable Nancy McDermid, Vice Chair
Honorable Commissioners
Greg Lynn
Barry Penzel
Steve Thaler

Re: Support for Advancing Countywide Connectivity

Dear Chair Johnson, Vice Chair McDermid and Commissioners:

The Lake Tahoe South Shore Chamber of Commerce (TahoeChamber) is pleased to convey its support for the Commission's leadership in further advancing the direction embodied in the "Countywide Connectivity" approach to improving transportation and economic vitality in Douglas County.

We recognize additional local revenues will be required to leverage limited federal and state funds to develop the comprehensive transportation system we need to improve connectivity, foster additional private sector investments in business and jobs, and do so in a manner that improves our environment and quality of life.

Our Chamber knows that funding is critical to the progress and implementation of transportation infrastructure. That is why infrastructure is one of the key pillars of our adopted community Tahoe Future Vision 2020. Accordingly, as an important next step, we encourage you to consider and engage the tools the Nevada Legislature has previously authorized the County to use to generate a funding stream for the implementation and maintenance of transportation projects and systems. Your actions are essential to position the County to collaborate with partners and apply for state and federal transportation funds and grants. We are aware these grants have become increasingly competitive and dependent on a clear local commitment and match. A good example of this is the opportunity to secure federal and state funds for the US Highway 50 Community Revitalization Project. We can only secure this opportunity by demonstrating we have local funds to contribute.

Improving transportation and connectivity is the tie that binds us throughout the County. It is the key to our tourism-based economy, overall economic prosperity and capacity to achieve new levels of community quality and pride. We must work together to ensure Douglas County is and remains "Community at its finest."

Sincerely,

Jason Collin
Chair of the Board

Patrick Atherton
Chair, Government Affairs Committee

EXHIBIT (for identification only)
HOMES - LISSCC
Filed 2/19/15
By gh
Deputy

B Gorman

From: Jason Collin <JCollin@bartonhealth.org>
Sent: Thursday, February 19, 2015 10:00 AM
To: B Gorman
Subject: Please deliver to Douglas County Reps

To Douglas County Representatives and Collaborators:

I would first like to thank all parties involved for creating the Douglas County Connectivity Plan. An integrated, efficient and effective transportation system is vital for our communities. The breadth and depth of the plan demonstrate great attention to the community needs and desires.

I firmly believe that improving connectivity and mobility is truly an anchor of sustainability in thriving communities. Thank you for moving us forward.

Have a great day!

Jason

Jason Collin, MSPT, CHCM
Administrative Director, Post-Acute Care Services
Barton Health

2092 Lake Tahoe Blvd, Ste 500
South Lake Tahoe, CA 96150

(w) 530 543 5581
(c) 530 307 3316

EXHIBIT (for identification only)
Filed 2/19/15
By JP
Deputy

Jason Collins

RECEIVED

FEB 13 2015

Form LTD 6 05-14

Douglas County Manager

APPLICATION FOR MANUFACTURER'S LICENSE

February 11, 2015

Honorable Board of County Commissioners:

Douglas County, Minden Nevada
(City or Town)

In accordance with the provisions of NRS, Chapter 369, as amended, the undersigned hereby applies for a license for

Winemaker

(Type of license(s) - see page 3)

In the State of Nevada, for the fiscal year ending June 30, 2015 a remittance covering the license fees from the 1st day of February 1, 2015 to the 30th day of June, 2015 is enclosed (not less than one quarter of a year).

The following information is also set forth:

Federal EIN: 27-1971662

(1) Name of firm Continuum Packing Solutions LLC

(2) Doing business as Continuum Packing Solutions LLC

Located at 2232 Meridian Blvd., Suite K Minden NV. 89423
(Physical Address)

Phone ((775) 783-4000

Mailing address 2232 Meridian Blvd., Suite K Minden NV 89423

E-mail address glojkutz@continuumpacking.com

(3) The applicant is: LLC

(a) A corporation? Yes ☒ No ☐ Organized under the laws of what state? NV When? February 18, 2010

Qualified to do business in Nevada? Yes ☒ No ☐ When February 18, 2010

Names and addresses of following officers (attach list if additional space required):

President: Thomas Banner Manager 2350 Ravine Way Suite 200 Glenview IL 60025

Vice President: Micheal Leahy Manager 2350 Ravine Way Suite 200 Glenview IL 60025

Secretary: Timothy Leahy Manager 2350 Ravine Way Suite 200 Glenview IL 60025

Treasurer: Gregory Lojkutz Manager 2350 Ravine Way Suite 200 Glenview IL 60025

Manager(s)

Resident Agent:

(b) A partnership? Yes ☐ No ☒ Is agreement recorded? Yes ☐ No ☐

Where?

Names and addresses and official position, if any, of partners (attach list if additional space is required):

(c) Operating under a fictitious firm name? Yes ☐ No ☒ Is statement recorded? Yes ☐ No ☐

Where?

Names, addresses and official positions, if any, of all persons interested in the business:

(attach list if additional space is required)

See item 3 (a) above

.....

(d) An individual? Yes ☐ No ☒

(e) Has any individual who is interested, financially or otherwise, in the applicant's business, ever been convicted of a violation of Federal or any state liquor laws? Yes ☐ No ☒

If so, furnish (attach list if additional space is required):

Name	Address Where convicted	When
.....	Choose Month 20
.....	Choose Month 20
.....	Choose Month 20

(f) Is any person listed on this manufacturer's application engaged in the business of importing, wholesaling or retailing alcoholic beverages? (See attached copy of NRS 597.210) Yes ☐ No ☒

If so, what percent, name and location of business %

(4) References:

Name	Address
Al Shankle	2514 Jacks Valley Rd. PO Box 93 Geneva NV 84411
Doug Damon/ Damon Industries	822 Packer Way Sparks NV 89431
Tom Stein	142 S Linden Ave. Elmhurst IL 60126
William T. O'Donnell	500 W. Madison St Suite 2700 Chicago IL 60661

(5) Has applicant a county license? Yes ☐ No ☒ A city or town license? Yes ☐ No ☒

Signed.....

Title..... MANAGER MEMBER

Remarks and recommendations by the County Commissioners:

.....
.....
.....
.....
.....
.....

The application of
is hereby (approved) (disapproved) this.....day of20

Board of County Commissioners:

Chairman

Member.....

Member.....

Member.....

Member.....

ATTEST:

....., County Clerk

Type of Licenses

SCHEDULE OF LICENSE FEES

Brewpub.....	\$75.00
Winemaker	75.00
Brewer	75.00
Instructional Wine Making Facility.....	75.00
Craft Distillery	75.00
Rectifier.....	550.00

NRS 369.310 License fees: Due dates; payment of proportionate part.

1. All license fees are due and payable on July 1 of each year. If not paid by July 15 of each year the license shall be canceled.
2. If any license is issued at any time during the year other than by July 15, the fee shall be for that proportionate part of the year that the licenser will be in effect, which in any event shall be for not less than one quarter of a year.
3. No license shall be dated other than on the first day of the month in which it is granted.